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ABSTRACT

The Effective Schools and Even Start Act is a bill aiming to increase school effectiveness and to reduce adult illiteracy. This hearing report school effectiveness and to reduce adult illiteracy. This report presents the testimony of witnesses and includes materials which outline the extent to which various states are using state funds and Education Consolidation and Improvement Act (ECIA) chapter 2 funds to implement effective schools programs. Testimony concerns: (1) the Connecticut State Department of Education's School Effectiveness Project (the first state-wide attempt to improve school effectiveness through a systematic plan); (2) issues in funding school improvement programs; and (3) an effective after-school program at Public School 36 in Central Harlem, New York City. Supplemental materials provide: (1) Colorado's description of ECIA chapter 2; (2) a summary statement describing New York State's chapter 2 supported effective schools activities; (3) a summary of Illinois' ECIA chapter 2 program; (4) a brief description of one of Florida's ECIA chapter 2 programs; (5) Michigan State Board of Education's educational improvement plan, which delineates principles of school improvement, recommendations, and current and previous State Board of Education actions and directions regarding school improvement; (6) the second annual status report on Michigan's school improvement efforts; and (7) a summary of the Act. (RH)

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THE EFFECTIVE SCHOOLS AND EVEN START ACT

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HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 4463

TO ESTABLISH PROGRAMS TO PROMOTE EFFECTIVE SCHOOLS AND TO
ENCOURAGE JOINT PARENT-CHILD EDUCATIONAL APPROACHES, AND
FOR OTHER PURPOSES

HEARING HELD IN WASHINGTON, DC, APRIL 17, 1986

Serial No. 99—144

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HEARING ON THE EFFECTIVE SCHOOLS AND EVEN START ACT

THURSDAY, APRIL 17, 1986

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., in room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Martinez, Goodling, Fawell, and Gunderson.

Staff present: John F. Jennings, counsel; Nancy Kober, legislative specialist; Andrew Hartman, Republican legislative associate; Beverly Griffin, majority staff.

Chairman HAWKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

The Chair will proceed. Mr. Goodling was unavoidably detained at a very important meeting but expects to be with us shortly. Because we may be interrupted by business in the House, we will try to proceed in a manner that will prevent any undue interruption.

My understanding is that Dr. Seabrook is on his way and will be with us. We do have the other two witnesses before us.

Let me make this statement at the beginning to set the focus on what the hearing is all about. Today we will focus on the Effective Schools and Even Start Act introduced by me and my colleague, Congressman William Goodling of Pennsylvania.

It is the purpose of this bill to encourage State education agencies and local education agencies to promote effective school practices within their jurisdiction to demonstrate the efficacy of adult literacy programs which would involve children between the ages of 3 and 7 and their parents.

It is our belief that schools can achieve effectiveness by improving the leadership skills of their education personnel, the student learning climate, the schools' instructional capabilities, their overall management and administration. Schools can also develop and implement learning partnership programs between parents and their children with an emphasis on adult literacy.

We look forward to hearing the views of the witnesses and to discussing this innovative measure with them. The Chair will yield to any of the other members who may wish to make a statement.

(1)

Well, the Chair will call, then, Dr. Gerald Tirozzi, Commissioner of Education, Connecticut Department of Education, to the witness table, and Dr. Art Ellison, Director of Adult Basic Education, New Hampshire Department of Education.

May I take this opportunity to thank you, Dr. Tirozzi, for the courtesies which were extended to the Chair of this committee on a recent trip to Connecticut. I was very pleased with what I saw, and I hope that you will detail some of the background of what I was able to witness being done in a very, very practical sense. I do wish to commend your staff that accompanied me and provided to me one of my great educational experiences.

Since you're the first listed witness, we will then call on you for your presentation.

May I indicate to you and the other witnesses that all of the prepared statements will be entered into the record in their entirety, and you may summarize or deal with them as you so desire today. Thank you.

STATEMENT OF GERALD N. TIROZZI, COMMISSIONER OF EDUCATION, STATE OF CONNECTICUT, ON BEHALF OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS

Mr. TIROZZI. Thank you, Chairman Hawkins. I want to thank you and members of the subcommittee for allowing me the opportunity to speak to you on behalf of the Council of Chief State School Officers on what is, indeed, a very timely and important topic.

First, I want to say to Chairman Hawkins, it was a pleasure to have had you in the great State of Connecticut, and we welcome you and members of your committee back at any time.

I have prepared a statement which I believe you have received, and I also, later, would like to introduce for the committee's review a series of documents from approximately nine States which outline in more detail the extent to which various States are already actively pursuing programs to implement instructionally effective schools.

Chairman HAWKINS. Without objection, the documents referred to will follow the prepared remarks and the remarks given by Dr. Tirozzi this morning.

Mr. TIROZZI. I speak to you this morning with mixed feelings. On the one hand, hopefully you will see very shortly that I am indeed a major supporter, as are the chief State school officers, of the concepts of instructionally effective schools and feel that in this country it represents an area in which we must move rapidly if we are going to insure that all children have an opportunity at equity and excellence.

Where we have a concern—where I have a concern will basically be with the mechanism that is being recommended to fund this project. But, before I get to the concern, I really would like to concentrate my remarks most specifically on the instructionally effective schools aspect and just highlight quickly the Even Start.

I applaud the committee for looking at a bill that will recognize the absolute importance of a good, sound school environment, and a good home environment, in terms of improving the educational

programs. And, again to reiterate, despite concerns I may have with the funding mechanism, I want to make it very clear that I am in agreement with the proposal.

This bill reflects the fact that decisionmakers in Washington are recognizing that schools in and of themselves can make a difference in educational attainment for all children. And, this is a very positive step forward because in the late 1960's and 1970's in this country, we took a giant step backward because of some of the major research people like Coleman, Jencks, and others, which sent forth a message that schools really could not succeed in view of the fact that youngsters were coming from backgrounds—poor backgrounds, a lack of proper home environment, et cetera. That body of research for a period of time proved to be very pernicious in our schools.

I would like to suggest that a lot of our—many of our educational leaders, consciously or subconsciously, to excuse themselves of the responsibility of educating children.

Fortunately, in the early 1970's, and particular, the work of Ron Edmonds at Michigan and later at Harvard, back at Michigan State, Larry Lazatte, Wilbur Brookover, and others, clearly pointed out that regardless of where youngsters came from, regardless of color of skin, et cetera, schools in and of themselves can make a difference and all children can learn. And, if I may paraphrase just very briefly, Ron Edmonds liked to say that, "We can, whenever, and wherever we want, teach all children. Whether we do or not depends upon the fact that we care; that we haven't done so thus far."

And, Ron Edmonds, his work really served as a catalyst for my own experience as an educator, as a superintendent of a large, complex school district in New Haven, CT. I was the superintendent there for 6 years. That is a district. Many people associate New Haven with Yale University. New Haven, in a sense, is a suburb of Yale, or vice versa, separate and distinct worlds in a sense.

The city of New Haven, 80 percent of the school district is minority and about 80 percent of the youngsters in the school district are in some form of AFDC, and we were very interested in equity and excellence. And, through the work of Ron Edmonds working closely with our department, Jim Comer at Yale and University of Connecticut, we mounted a substantial program aimed at instructionally effective schools, and we were, in particular, interested in the concepts, the safe and orderly environment, the strong educational leadership, the ongoing monitoring of student progress, raising expectation levels for our students causing teachers to believe that students could learn, teacher efficacy, and the major importance of the home/school partnership.

We built the model, and it really was built in two parts. First and foremost—we called it the Urban Academy. First and foremost, we dealt with improving the instructional leadership skills of our principals, feeling very strongly that the principal is the key role model in the school and he or she must exemplify the type of behavior that made a difference. That program was really a major staff development program not dealing with concepts such as time management or school finance or budgeting, but really looking at

issues such as the supervision and evaluation of instruction, curriculum, how test scores are interpreted, et cetera.

We carried that one step further as part of our Urban Academy concept and began to work extensively with school faculties trying to cause faculties to understand the importance of working together, to have a common set of objectives, to change the ethos of the school so it made a difference.

We had major support from the Yale Child Study Center and Jim Comer in particular. We worked in 10 or 12 schools, and we began to see a marked difference in the performance of our children.

And later when I talk about some alternatives you may want to consider for funding, I want you to keep in mind the importance of an entire school buying into the concept. It's very difficult to talk about this concept being successful if one teacher or four teachers are involved and the rest of the faculty is not involved.

Moving along very quickly, at the State level, I'm very proud of the fact that Connecticut, prior to my becoming Commissioner and continuing since I have been Commissioner, has displayed a major commitment to the concept of instructionally effective schools. We have had for the past several years a Bureau of School Effectiveness with a large amount of State funds being devoted to that effort.

We are working in a number of school districts throughout the State. Last year we conducted a major evaluation, State-wide evaluation, and that evaluation clearly pointed out that where we had intervention we were seeing an improvement in the scores of youngsters from lower socio-economic backgrounds, and we were reducing a disparity in scores—very impressed with that particular study.

So, Connecticut, I think, has indeed been in the forefront of the efforts. There are several States across the country who are presently involved, and I should point out, we also use a portion of our chapter 2 funds already for this purpose.

So, the good news, I suggest to the committee, is that you are indeed on target. You are to be commended. This is a kind of a bill that makes sense. Later, if I have time or during the question and answer period, I would like to talk about how we can really exert positive energy to address what you would like to accomplish and avoid some of the negative energy which some other proposals that come out of Washington cause us to spend time on—waste time.

Concerns, very quickly—applauding your effort, but also being realistic and hopefully expecting that you will understand why we have concerns. This bill would cause for States to use approximately one-half of the 20 percent set aside to fund projects of this type. That really is a concern. And, first, I would give you two major points you should consider.

The Committee for Educational Funding which operates here in Washington has established a major principle, and that is, that important educational programs should receive the financial backing they require. That group has really adopted a principle: School funds should not be siphoned from one program to pay for another program.

This enhances the potential for this group to continue to serve as a lobbying group in a coordinated, cohesive manner to insure proper funding for programs. Our concern is if we begin to take money from one program to fund another, we break down or we fracture that coalition.

I also have a concern regarding the original intent of the Education Consolidation and Improvement Act of 1981. That spoke to the concept of block grants and gave great flexibility to States through appropriate mechanisms such as Governor's Advisory Councils to plan and implement programs using chapter 2 funds. And, in Connecticut, we have that mechanism in place and it has indeed been very valuable in terms of providing major assistance in an advisory capacity in terms of how the funds are spent.

So, in effect, when the law was passed, flexibility was the key word. A proposal of this type moves us into a very specific categorical area, and I just wonder if this is successful, then next year is there another effort—and I'll come back to it later, hopefully, but someone mentioned vouchers coming under chapter 2, for example. Where does the categorical aspect end? So, I would hope you consider those underlying principles.

I would also like to state that smaller States, in particular, stand to be negatively impacted upon by a proposal of this type because in the smaller States, in Connecticut, Nevada and a few others—Vermont—I could name, these smaller States really need discretionary funds to develop innovative programs for the respective districts.

Since "A Nation at Risk," a report that if it serve no other purpose did raise the level of consciousness in this country for schooling, since that report, most of the major reform you have seen in this country has emanated from State leadership, from either a State house, a general assembly, a commissioner of education or a coalition thereof. And, it is important that funds be available to promote planning, initiatives, et cetera.

I work with the general assembly, and I do not feel my situation is unique. Most general assemblies will provide money for specific programs, but they do not say to State Departments of Education, "Here is some money where you can think, where you can plan, where you can dream, where you can implement." So, I hope you keep that in mind.

Also, in many of our States across the country, and I have specific information you will receive later on nine, you will find that we already have in place a major commitment using State funds and chapter 2 funds for the very purpose you're trying to promote. Example: in Connecticut, our general assembly has passed a \$2½ million bill which allows us to work with the 20 lowest-scoring districts in the State. Many of the principles of instructionally effective schools are incorporated in that \$2½ million.

In addition, we set aside somewhere—a significant part of our set-aside to operate our Bureau of School Effectiveness. I might present to you that we spend somewhere in the neighborhood of \$3¼ million promoting this concept with State money and chapter 2 money already. Are we then going to be asked to take a half of our set-aside to further move in this direction, thereby dramati-

ly impacting on our potential to be innovative, to be creative, and to move into other directions as well.

What I might offer, and trying to move very quickly, alternate considerations for you because, again, the chief State school officers do support your efforts in this particular area. You might want to consider requiring that each Governor's advisory committee develop strategies that deal directly with the concepts of instructionally effective schools as they plan and as they implement various programs using chapter 2 funds. Make that a condition of sorts, and I think that might work.

The other issue I would raise, at some point we need more flexibility in terms of how we may use other funds. Chapter 1 would be a very good example. Keep in mind, as a committee interested in promoting instructionally effective schools, we should be careful not to fall into the trap of suggesting that that is a program unto itself compartmentalized.

At the same time, we have a large block of money going into school districts, working with children of the poor, underachievers. We call that chapter 1. That is not a bifurcated route. Somehow there has to be a marriage, a merger, of those projects. They cannot operate in isolation.

For example, right now if you were using chapter 1 funds in a particular school, you could only use the funds for those students who are identified as "in need." That's a very significant contradiction to what instructionally effective schools are all about because ideally you're trying to change the environment of the entire school. You're trying to cause the principal to be a leader of the entire school; the safe and orderly environment pertains to the entire school.

So, the extent to which there could be more flexibility, and I'm not talking about money being given to a State department. I'm talking about flexibility at the local level. I think that would make a significant difference. And, I know there are critics who worry about flexibility and supplanting, but I would point out I find it amazing how there are others in this great capital of ours who promote a voucher plan which would take chapter 1 funds and allow those funds to be used to support private and parochial schools. And, the way I read legislation that was under consideration, those funds could even be used to pay for tuition. So, in a sense, that would definitely supplant.

At the same time, in the public school sector where we are really trying to work with the majority of those youngsters who have problems, we don't have the same flexibility. So, I hope you can gather from my remarks, you will never hear me come before you and testify in favor of vouchers, and if time ever allows, I'd be glad to give you a litany on that subject. But, that, to me, is the negative energy I spoke about earlier.

We would like to work cooperatively with you. We—chapter 1—would be a classic example. How can we exert positive energy rather than each and every year putting in negative energy to take on this never ending saga of vouchers and tuition tax credit—you know, a rose by any other name is a rose. Once and for all, I'd like to see Congress put that issue to bed and bury it, if possible.

Even Start, very quickly, chief State school officers do support this program. We think any program that allows for a home/school linkage is imperative. The importance of parents being involved is essential to any good model of educational improvements, and causing parents, of course, to become literate makes sense because parents work with children in the home.

Concerns we have on this bill, I just need to bring these to your attention and ask you to please consider them. The bill does speak to a 20-percent match. I think there needs to be a clarification as to whether or not that is cash or an in-kind contribution.

It also speaks to evaluations by outside individuals. I'm never concerned about outside evaluations. I do want to be accountable. What I'm concerned about, outside evaluations are very expensive. And, with the limited amount of money in this program, I would hope we're not going to see the money directed toward evaluation at the expense of programming.

Additionally, the bill talks about \$1 million going over to the Secretary's discretionary fund in adult education. It was my understanding when this law was authorized, the adult ed bill, that no funds for the Secretary would be available for his discretionary fund in adult education until we had reached the level of \$112 million in funding. We are not there. I'm also not necessarily in favor of giving the Secretary of Education any more discretion over funds to help local schools. As a commissioner and having been a superintendent, I'd rather be held accountable for my destiny rather than having someone in Washington do that for me.

I'm also not enthralled with the direction I see from the Secretary's office.

Also, the bill would call for \$2 million from chapter 2. While one could suggest that's a small amount of money when you look at the national allocation, again it's a second reduction in chapter 2 funds, and again, it's my understanding this goes into the Secretary's discretion fund, and I have major concerns about the discretion fund and the Secretary being in control.

The fourth issue of clarification, and States would be very concerned about this, there must be some type of an insurance that 4-year funding will, in fact, be available to mount programs for 1 or 2 years and then have the rug pulled out makes it very difficult.

I hope the message I've given you this morning is that this committee is to be applauded in your efforts in two major areas: instructionally effective schools and parents becoming literate in working with their youngsters. Support you 100 percent; would like to work cooperatively with you to insure this can become a reality, but at the same time, in fairness to the constituents we serve to the issues that confront us on a daily basis, we must raise questions regarding funding and at the same time be committed to working with you to find alternative solutions as to how you can see your goals become a reality.

I will stop there, and of course, when you have questions, I'd be happy to address them.

[Prepared statement of Gerald N. Tirozzi with attachments follows:]

PREPARED STATEMENT OF GERALD N. TIROZZI, COMMISSIONER OF EDUCATION, STATE OF CONNECTICUT, ON BEHALF OF THE COUNCIL OF STATE SCHOOL OFFICERS

Chairman Perkins, and members of the Subcommittee, on behalf of the Council of Chief State School Officers (CCSSO) I would like to thank you for the opportunity to testify on S.R. 4463, the Effective Schools and Even Start Act.

My name is Gerald Tirozzi, and I am Commissioner of Education in the State of Connecticut. I would like to begin by expressing my general support for the fundamental concepts of S.R. 4463. This legislation represents a two-pronged approach to bolstering opportunities for students and assisting them in an endeavor to reach their academic potential. As such, S.R. 4463 acknowledges that the two most effective methods of improving students' performance consists of beneficial educational experiences within the student's school environment and within the student's home environment. Therefore, despite some concerns I have with the proposed mechanism for funding this initiative, I want to make it clear that substantively I am in agreement with the proposal.

To begin with, I think it is important to note that the provisions of S.R. 4463 dealing with The Effective Schools Act reflect an important turn in some commonly held educational beliefs. An emerging body of research substantiates what many practicing administrators and teachers have long maintained: statements from educators who advocated a direct, and near irreversible, link between a child's race, level of wealth and home background, and a child's inability to progress in school are simply not valid.

Although numerous correlational studies conducted in the 1970's

concluded that schools could not be expected to do much more than they were doing for poor children, I am here today to state without reservation that accepting such research as a limitation as to what schools may do for a significant number of students in this country is bound to have a pernicious effect on public confidence in American public education. School effectiveness efforts aimed at helping school principals and faculties raise the achievement levels of these children represents a positive trend away from this conventional wisdom.

Schools can make a difference for these students. An emerging message in the education community supports the notion that schools have the capacity to assist all children to achieve mastery in basic skills. As a former school superintendent of a large urban school system, and as Commissioner of Education for the State of Connecticut, I not only believe this theory, I have personally witnessed results which support it. In my former position as school superintendent in New Haven, Connecticut, one of the state's three largest urban school districts, I developed and implemented a two-part plan, referred to as the Urban Academy, to enhance school effectiveness. Under part one of this plan, training sessions were offered to principals during school time to foster better supervisory skills. Under part two of the plan, administrators and faculty members worked together to set educational objectives, which focused on assisting students in attaining basic skills. The project involved Yale University Child Study Center, the University of Connecticut School of Education, and the local school system.

Further, in 1981, the Connecticut State Department of Education piloted the School Effectiveness Project, the first state-wide attempt in the nation to improve effectiveness in schools through a systematic plan. Both the New Haven project and Connecticut's state-wide program integrated the correlates of the model advocated by the late Ron Edmonds, which focuses on school safety; leadership; teachers' expectations for students; the monitoring of student's progress; and home/school relations. Although the Edmonds' model has worked successfully in Connecticut, I feel it is important to note that other criteria may be more effective in other states. There is no one model which is right for all states.

Last year, the first major evaluation of the Connecticut project was completed. The results of this evaluation showed that by pursuing effective school characteristics through a well-structured plan, schools can raise the achievement level of poor children and diminish the discrepancy between these children and their more affluent peers. This is a promising and hopeful message, and one that I submit worth further consideration, especially, I might add, in light of early effectiveness research which seems to hold to the contrary.

As I mentioned earlier, although I am supportive of the substance of H.R. 4463, on behalf of the Council of Chief State School Officers I must share five concerns regarding the funding sources for the Effective Schools Act:

-4-

1. The redirection of one-half of Chapter 2 funds into effective schools activities will hurt some states more than others especially if the state has chosen to address other priorities with Chapter 2 funds. Small states will be profoundly affected and may lack the funds to "pick-up" activities which were terminated because of the redirection of funds;
2. There is a potential for impact on state school reform efforts which have been supplemented by Chapter 2 programs and would have to be curtailed due to the mandate of H.R. 4463.
3. If H.R. 4463 is enacted, it seems that a penalty exists for states which have been engaged in effective schools programs because they may have been using funds other than Chapter 2.
4. There is long standing opposition among the education community to taking funds from an existing program to fund a new program.
5. The definition of effective schools activities comes solely from work done in the 1970's and seems too focused on five outcomes which are being redefined and expanded by current research.

While it may seem politically attractive to draw such funds from the states' portion of Chapter 2 funds using "...not less than one half of the amount remaining from such allotment, after distributing at least eighty percent of the state allocation to local districts," I must stress that such an arrangement would prove unworkable. It is critical to recall that the purpose of Chapter 2 of the Education Consolidation and Improvement Act of 1981 was to provide state education agencies as well as local

school districts with ~~more~~, not less flexibility in deciding what is best for the children of that state. Each and every state must have a Governor's Advisory Committee which provides recommendations on how monies are to be distributed to local school districts and how each State Department of Education is to use its 20% or less of Chapter 2 monies to improve education through state leadership activities. For instance, in Connecticut, 80% of Chapter 2 monies are distributed to local districts based on a formula that takes into consideration the educational needs of students. In addition, the state uses its administrative set-aside to assist districts and regional educational service centers in improving curriculum and intergroup relations in districts where there are large percentages of minority children.

Other funds from the state set-aside are made available to school districts in the form of competitive grants, some of which focus on increasing effectiveness in the schools. This leaves the state with about 12% of the Chapter 2 monies to provide administration, monitoring and evaluation of Chapter 2 programs. Under the proposal before you, Connecticut would have to commit one half of those monies to effective schools efforts. Such an arrangement would be contrary to the original intent of Chapter 2, would seriously impair our ability to administer the program and would impede the state's ability to carry out its priorities.

Why not allow each state flexibility in deciding how it should support school effectiveness programs through Chapter 2 funds and other sources? That is, revise Section 3 of this Act to indicate that each states' Governors Advisory Committee must consider the way in which the states'

portion of Chapter 2 monies might be used to support school effectiveness. Second, this Committee should consider providing more flexibility in Chapter 1 regulations and guidelines to allow total school projects in all Chapter 1 eligible schools not just those that have 75% or more needy children. Chapter 1 has too long remained a fragmented pull-out program the very structure of which prevents it from being well-integrated into the overall culture of the school. Both state and local educators would applaud more flexibility which was the stated intent when Title I was reshaped as Chapter 1.

It seems that states, where a great deal of effort has been directed to encouraging effective schools, may be penalized by having funds redirected that were meeting other needs. Since the late 1970's, nearly every state has undergone some education reform. Some of the reform has been based on the effective schools concept and some on other state priorities. For a few states, such as Mississippi, the changes have completely revamped education. For others, such as Texas, the changes have focused on education governance and teacher quality. I have some materials which indicate activities which other states are conducting in the area of effective schools using the state's Chapter 2 allocation. With the permission of the Chairman, I would like this material submitted to the record as part of my testimony. In nearly every case, the state Chapter 2 advisory committee has tried to supplement state priorities with funding. Redirecting funds from identified priorities will certainly be difficult for states with large and complex reform efforts under way. The difficulties will be even larger for those of us who have already been

making a commitment to effective schools from other sources.

The education community has fought hard for funding of its programs through a coalition called The Committee for Education Funding. One of the overriding principles of the Committee for Education Funding, is that education groups do not support taking funds from one program to pay for another program. Members of this Committee should note the broad concern that the education community has with using funds from one program to pay for another.

The difficulty with making policy based on the effective schools research is that the research is only in a developmental stage and there are many unanswered questions. New findings are coming in regularly to clarify and expand earlier studies. The five principles articulated by Ron Edmonds, while serving as a useful guide to the identification of effective schools, in fact do not answer all the questions about what makes a school effective. Rather, they describe the outcomes which typify effective schools. The language in section 4 of this Act is proscriptive, but appears to overlook the need for effective teaching. Further, the language is not clear that all five factors are equal. The proposed activities treat each factor as having equal value, but intuitively it seems that teaching must be most important.

An example of the problem with basing policy on developing effective schools research is that, when research has tracked effective schools over time, the same schools are not identified as effective every single year. The factors which contribute to being labeled an effective school on some

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relative scale apparently vary but the sources of that variance are not well understood at this point. One explanation of such a variance is teacher and administrative turnover, but the dynamics of such change are not fully understood.

As I mentioned at the start of my remarks, I not only support the Effective School portion of the bill, but I also view the Even Start provision as a positive one. In his or her formative years, a child depends on the educational support he or she receives from parents and teachers. If a child's parents cannot read, that child may be deprived of an important source of educational assistance and mentoring, and as such that child will not likely progress as well in school as children who receive this extra educational stimulus at home.

This critical home-school linkage is at the heart of the provisions in H.R. 4463, relating to the Even Start program. The creation of 15 to 20 pilot projects to identify ways in which schools can successfully combine adult basic education for parents and school readiness for children under the Even Start program is commendable. Experience in Chapter 1, Head Start, Follow Through Programs, other adult literacy programs and compensatory programs has demonstrated the effectiveness of working with parents to improve the academic performance of disadvantaged children.

Although the Even Start program has many strong points, on behalf of CCS90 I feel I should also point out the areas which warrant clarification. First, I believe it is important that grant recipients be assured of four

full years of funding. It is not clear if the 15 to 20 original grantees would see funding for four years, or if some grantees might receive funding for shorter periods of time. There is also a need to clarify the matching provisions of Even Start. It is unclear whether the 20% match is a cash match or an in-kind match. The Council recommends that if grantees are able to provide such items as housing, equipment, or materials, that such items be counted toward the 20% match. Further, it should be made clear what, if any, spending restrictions would apply to the 20% match.

In summary, I want to emphasize my strong support for the concepts contained in this act. Chairman Hawkins and Mr. Goodling should be thanked for their efforts to improve education. On behalf of the Council of Chief State School Officers, I would, however, like to make some suggestions which would enable the states to more efficiently and effectively meet the five outcomes as determined by section 4 of this Act.

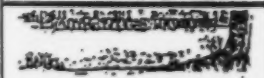
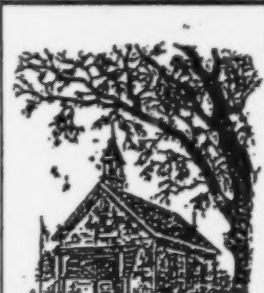
First, the Council of Chief State School Officers urges the Committee to not limit the definition of effective schools to the five factors now in E.R. 4463. In fact, it may be more important to describe and authorize processes which lead to such outcomes as a safe and orderly school, a climate of expectations that virtually all children can learn under appropriate conditions, conducting of continuous assessment; and creating a strong, effective administrative and instructional leadership. It is important to authorize the identification of schools that are interested in becoming more "effective" as defined by the Act. Experience in a

number of states indicates that the principle factor in determining school effectiveness is the desire of the teachers and administrators in the building to be more effective.

Second, the Council recommends that the basic premise of whatever federal policy is adopted to encourage effective schools should be the recognition of the fact that effective schooling and the adoption of the principles of effective schooling is based on self selection by educators. The state role in this process is to inform educators about effective schools and provide support, training, professional development, and materials to school sites that are willing to make a commitment to effective schooling. It is not possible, either at the school district level or from the state level, to decree that there will be effective schools.

Third, the authorized activities under in the Effective Schools Act should be revised to reflect the needed processes to encourage and nurture professional development and training which is so critical to improving administration and instruction. Third, the evaluation section of the Act should perhaps be rethought to reflect the issue that a quantitative definition of effective schooling has not been agreed upon. The decisions to label effective schools is based on whatever criteria a LEA or SEA wishes to use. Further, some of the criteria dealing with school climate or teacher collaboration are not quantitative. Comparisons between states may be difficult because evaluation results would be dealing with qualitative information, describing schools which were thought to be effective and why those schools were thought to be effective.

Finally, I would like to restate the concern that the Council has with the impact of redirection of Chapter 2 funds, which have been used in many states to supplement school improvement efforts. In some states, such as Mississippi and South Carolina, where school practices and organization have been dramatically revamped, the redirection of monies may in fact have a long range detrimental effect on a state's ability to determine its priorities.



Education
Consolidation
and
Improvement
Act
(ECIA)

**COLORADO
ECIA
CHAPTER 2**

1985

ode

STATE ADVISORY COMMITTEE

Any state or territory that receives Chapter 2 funds must establish an advisory committee whose members are appointed by the governor and are broadly representative of the educational interests of the general public, including public and private school students, parents, teachers, local boards of education, local and regional administrators, institutions of higher education, and the state legislature. The Committee's primary responsibility is to offer advice on: recommendations for the LEA distribution formula and LEA funds; the allocation of Chapter 2 SEA funds among the authorized programs; recommendations for supported SEA activities and suggested use of funds; and planning for the development, support, implementation, and evaluation of Chapter 2 programs assisted with these funds. The following persons served on the Chapter 2 Advisory Committee during fiscal year 1985.

Colorado Educational Block Grant Advisory Committee

FY 1986

Area Represented

Rep. Vickie L. Armstrong, Grand Junction.....	Legislators
Betty Foshee, Aurora.....	Local School Administrators
Senator Regis F. Groff, Denver.....	Legislators
Thomas J. Hilbert, Denver.....	Private Education
Ronald A. House, Bennett.....	Public School Students
William H. Johnson, Ft. Collins.....	Higher Education
Steven M. Jones, Leadville...	Regional School Administrators
Richard Lansford, Denver.....	Teachers
Janet E. McCurdy, Colorado Springs.....	Teachers
Daniel Montoya, Colorado Springs.....	Parents
Tano Ozzello, La Junta.....	Local School Administrators
Kathleen S. Pickard, Stratton....	Local Boards of Education
Mark C. Ritter.....	Parents
C.L. Robertson, Salida.....	Local School Administrators
Margaret A. Seavy, Beulah.....	Local School Administrators
Christy M. Trujillo, Broomfield....	Private School Students

OVERVIEW of CHAPTER 2

History:

The Chapter 2 (Educational Block Grant) program authorized under the Education Consolidation and Improvement Act of 1981 (ECIA) became effective July 1, 1982. Under Public Law 97-35, approximately twenty eight antecedent categorical education programs were consolidated into the Chapter 2 program, including both direct discretionary funds to local education agencies (LEAs) and funds administered by state education agencies (SEAs).

Purpose:

Chapter 2 is a federally funded program designed to assist state and local education agencies in improving education for elementary and secondary education (including pre-school education) for children attending both public and private schools. A major goal of this educational block grant program is to provide flexibility for the use of monies in accordance with the educational needs and priorities of state and local education agencies and to provide this financial assistance with a minimum amount of paperwork burden and administrative restrictions on local educational agencies.

State Education Agency:

The basic responsibility for the administration and supervision of activities funded with educational block grant revenues is vested in the SEA. To participate in this federally funded program, a state must file an application with the U.S. Secretary of Education which: (a) designates the SEA as the agency responsible for the administration and supervision of block grant funded activities; (b) provides for active consultation between the SEA and a special advisory committee appointed by the governor; (c) sets forth the planned allocation of funds; (d) agrees to keep such records and provide such information as the Secretary of Education may reasonably require for fiscal audit and program evaluation; (e) provides for dissemination of public information about fund use and advisory committee recommendations; (f) provides for an annual program evaluation; and (g) contains assurances of compliance with federal law.

Educational Block Grant State Advisory Committee: (see opposite page)

Local Education Agency:

In order to receive ECIA Chapter 2 funds, local education agencies are required by law to submit project applications to the Colorado Department of Education which include: descriptions of local educational needs, the proposed project and project objectives; an evaluation plan; a budget; and assurances of private school contact, parental and school personnel involvement, and of adherence to Chapter 2 guidelines and program regulations.

As they administer their Chapter 2 programs, LEAs are required to do the following:

- Maintain accurate and updated Chapter 2 application amendments, budget revisions, financial records, equipment inventories, and evaluation reports.
- Systematically consult with parents, teachers, administrators and private school officials about the Chapter 2 program.
- Disseminate information about the LEA Chapter 2 program and identify services and activities as supported by Chapter 2.

1985 CHAPTER 2 ALLOCATION DATA

80% LEA	\$4,405,692.00
20% SEA	1,101,423.00

Total Colorado Chapter 2:	\$5,507,115.00
Total Public School Students:	524,290.5 *
Total Nonpublic School Students:	39,959.0
Total Home Study Students:	163.0

Total Students:	564,412.5
Total Per Pupil Distribution (83%)	\$3,656,724.36
Total Low-Income Distribution (16%)	704,910.72
Total Sparsity Distribution (1%)	44,056.92

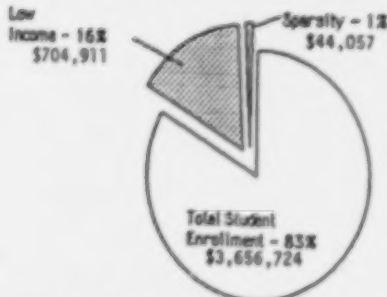
Totals	\$4,405,692.00
Total Student Count:	564,412.5
Per Capita Funding:	\$6.40
Number of LEAs Funded:	181 **
Total Low-Income Student Count:	35,256.7
Per Capita Funding:	\$19.84
Number of LEAs Funded:	113
Total Sparsity Count:	8,487.3
Per Capita Funding:	\$5.19
Number of LEAs Funded:	69
Total Average Per Eligible Student Funding:	\$7.81
Range of Total Per Eligible Student Funding:	\$6.40 - \$31.43

* Total student count is calculated on student FTE, which includes partial daily counts.

** Allotments preceded consolidations of LEAs, which reduced the number of public school districts to 179 during FY85.

Based on the Colorado school age population (ages five through seventeen), the 1985 Colorado Chapter 2 ECIA allocation was \$5,507,115. Of this amount, 20% of the allocation (\$1,101,423) was administered by the Colorado Department of Education for statewide activities and services including program administration, technical assistance, State Board of Education priority areas, and dissemination. The remaining 80% (\$4,405,692) was distributed by COE in block grant funds to all local education agencies (LEAs) in the state according to a formula that considers total student enrollment, low income population, and sparsity.

COLORADO LEA CHAPTER 2 DISTRIBUTION FORMULA



The fiscal year 1985 Colorado LEA Chapter 2 allocation was \$4,405,692 which was distributed on a formula basis to 181 local education agencies.* The distribution formula has three parts: total student enrollment (public and private), low income, and sparsity. A total of 147 applications were submitted, 8 of which were administered by Boards of Cooperative Services (BOCS) for multiple school districts.

Total Student Enrollment: Eighty-three percent (83%) of the LEA Chapter 2 allocation or \$3,656,724 was distributed on a per pupil basis and represented a per capita funding rate of \$6.48.

Low Income: Sixteen percent (16%) of the LEA distribution or \$704,911 was distributed on a low income basis to 113 LEAs and constituted a per capita funding rate of \$19.84.

Sparsity: One percent (1%) of the total LEA distribution or \$44,057 was distributed to 69 LEAs on a sparsity basis and represented a per capita funding rate of \$5.19.

*Allocations preceded consolidations of LEAs which reduced the number of public school districts to 179 during fiscal year 1985.

USE OF ECIA CHAPTER 2 FUNDS

Local education agencies have complete discretion in choosing the educational programs and purposes for which they use their Chapter 2 funds. Subject to the provisions of Chapter 2 law, LEAs must meet three specific requirements in funding the educational activities of their choice:

- (1) The LEA must consult systematically with parents and teachers in determining how Chapter 2 funds will be spent.
- (2) Chapter 2 funds must supplement, not supplant or replace, state or local funds.
- (3) Funds designated for a given purpose in an approved LEA Chapter 2 application must be spent within the parameters of that original Chapter 2 discretionary program.

TYPES of CHAPTER 2 ECIA PROGRAMS

Subchapters:

ECIA Chapter 2 legislation grouped previous educational programs under three subchapters:

- Subchapter A: Basic Skills Development
- Subchapter B: Educational Improvement Services
- Subchapter C: Special Projects

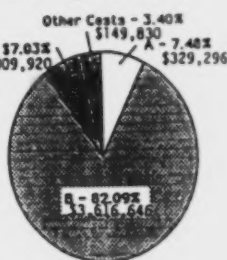
In their Chapter 2 applications, LEAs may choose to address their educational needs in one subchapter or in any combination. Each subchapter or general Chapter 2 educational program area encompasses individual, authorized educational activities or projects that LEAs may choose to fund.

Authorized Activities:

- Subchapter A includes educational activities designed to develop and implement more coordinated and improved elementary and secondary school programs of instruction in the basic skills: reading, mathematics, and written and oral communications. It also includes educational activities designed to enlist the support and participation of parents in their children's instruction and learning process.
- Subchapter B lists ten authorized activities ranging from the purchase and use of supplementary textbooks, instructional materials, instructional equipment, and school library resources to local improvement projects designed to enhance the planning, management, and implementation of education programs in elementary and secondary public and private schools. Other Subchapter B activities include in-service or staff development, guidance/counseling and testing, and educational projects to aid minority children and educational programs undergoing desegregation.
- Subchapter C includes nineteen specialized educational activities, many of which were previously funded directly by the U.S. Department of Education. Examples of these educational activities include: partnership programs with parents of pre-school and school-age children; gifted and talented projects; and arts, health, consumer, environmental, community, and career education programs.

Fiscal Year 1985 Chapter 2 ECIA Subchapter Planned Expenditures:

- Out of the Colorado FY'85 LEA Chapter 2 allocation of \$4,405,692, Subchapter B planned expenditures totaled \$3,616,646 or 82% of total LEA planned expenditures.
- Subchapter A planned expenditures amounted to \$329,296 or 7.48% of total Chapter 2 planned expenditures.
- Subchapter C planned expenditures accounted for 7.03% of LEA Chapter 2 funds and totaled \$309,920. The remaining 3.4% of LEA planned expenditures were designated for administrative costs amounting to \$149,830.



SUBCHAPTER PLANNED EXPENDITURES

Subchapter	Public School Districts N=139		8 BOCS (representing 51 Districts)		Private Schools N=164 (within 27 Districts)	
	Dollars	% of Indiv. Total	Dollars	% of Indiv. Total	Dollars	% of Indiv. Total
A	\$310,345	7.77%	\$17,005	9.03%	\$1,946	0.87%
B	3,258,502	81.60%	156,508	83.07%	201,636	89.99%
C	297,940	7.46%	8,700	4.62%	3,280	1.46%
Independent Audit	1,800	0.05%	250	0.13%	0	0.00%
Administration	37,446	0.94%	1,436	0.76%	17,092*	7.63%
Indirect Costs	87,183	2.18%	4,507	2.39%	116	0.05%
.....						
TOTALS	\$3,993,216	100.00%	\$188,406	100.00%	\$224,070	100.00%

* Private school administrative allocations represent essential LEA costs to administer private school Chapter 2 educational activities.

Public School Districts:

- . A smaller percentage of Chapter 2 planned expenditures for Subchapter B than observed for BOCS or private schools.
- . Approximately equal percentages of Chapter 2 planned expenditures for Subchapter A and Subchapter C.

BOCS:

- . Heavy concentration of Chapter 2 allocations for Subchapter B planned expenditures.
- . The highest percentage of Chapter 2 allocations for Subchapter A than observed for public school districts or private schools.
- . Approximately twice the percentage of Chapter 2 allocations for Subchapter A compared to Subchapter C planned expenditures.

Private Schools:

- . Heavy concentration of Chapter 2 funds for Subchapter B planned expenditures.
- . Minimal percentage of Chapter 2 allocations for Subchapter A and Subchapter C planned expenditures.
- . A higher percentage of Chapter 2 allocations for administrative costs than observed for BOCS and public school districts. (Funds assisted the public school districts in their oversight of private school Chapter 2 educational activities.)

1985 PLANNED ACTIVITIES and EXPENDITURES

Public School Districts:

- Chapter 2 funds supported a vast selection of authorized activities (27 out of 36). All Subchapter A and Subchapter B authorized activities were supported with Chapter 2 funds.
- Teacher training/in-service was the largest planned expenditure, representing the use of approximately 20% of the public school districts' Chapter 2 allocations as compared to the BOCS (1%) private schools (1%).
- Local improvement projects represented the third ranked Chapter 2 authorized activity and constituted 14% of the public school districts' Chapter 2 planned expenditures.
- In contrast to the BOCS (61%) and private schools (77%) that concentrated the use of their Chapter 2 funds in three Subchapter B activities (school library resources, instructional materials, and instructional equipment), Colorado public school districts budgeted less than 40% of their Chapter 2 funds to these educational activities.

BOCS:

- Fiscal year 1985 showed a highly restricted expenditure pattern with only nine of thirty-six Chapter 2 authorized activities selected for implementation.
- Subchapter C planned expenditures were divided almost equally between two authorized activities--career education and gifted and talented.
- Of the total BOCS Chapter 2 planned expenditures, 83% of the Chapter 2 funds were designated to support four Subchapter B authorized activities with approximately equal allocations for each of the following: school library resources, instructional materials, teacher training/in-service and instructional equipment.

Private Schools:

- Eight of the total thirteen private school Chapter 2 funded authorized activities were in Subchapter B, representing approximately 90% of their total planned expenditures.
- Three Subchapter B activities (instructional equipment, instructional materials, and school library resources) represented 82% of the total private school Chapter 2 planned expenditures.
- Subchapter C private school planned expenditures were concentrated in two authorized activities--health education and arts education.
- Like the BOCS, private schools supported only a small number of Chapter 2 authorized activities and concentrated their Subchapter A planned expenditures on reading.

CHAPTER 2 PLANNED ACTIVITIES and EXPENDITURES

ACTIVITY	PUBLIC SCHOOLS DOLLARS	SCHOOL PROJECTS DOLLARS	PRIVATE SCHOOLS DOLLARS	TOTAL EXPENDITURES DOLLARS
SUBCHAPTER A - BASIC SKILLS DEVELOPMENT				
READING	189,133	17,003	1,830	127,968
MATHEMATICS	79,680	0	0	79,680
WRITTEN & ORAL COMMUNICATION	113,366	0	114	113,480
PARENT INVOLVEMENT	8,184	0	0	8,184
TOTAL SUBCHAPTER A	310,363	17,003	1,944	329,310
SUBCHAPTER B - EDUCATIONAL IMPROVEMENT SERVICES				
SCHOOL LIBRARY RESOURCES	649,463	41,187	33,443	724,093
TEXTBOOKS	21,341	0	9,982	31,323
INSTRUCTIONAL MATERIALS	368,029	36,330	30,192	434,551
INSTRUCTIONAL EQUIPMENT	774,443	34,814	84,473	893,730
LOCAL IMPROVEMENT PROGRAM	361,430	3,900	3,910	369,240
ADULT EDUCATION	17,821	0	600	18,421
GUIDANCE/COUNSELING/TESTING	178,473	0	2,540	181,013
IMPROVING PLANNING & MANAGEMENT	39,343	2,254	0	41,597
TEACHER TRAINING/DEVELOPMENT	611,370	33,827	12,252	657,449
PROGRAMS UNDERGOING REORGANIZATION	34,813	0	0	34,813
TOTAL SUBCHAPTER B	3,234,302	154,308	301,434	3,690,044
SUBCHAPTER C - SPECIAL PROJECTS				
METRIC EDUCATION	0	0	0	0
ARTS EDUCATION	17,213	0	1,407	18,620
IN-SCHOOL PARENT PARTNERSHIP	200	0	236	436
PRE-SCHOOL PARENT PARTNERSHIP	0	0	0	0
COMPUTER EDUCATION	0	0	0	0
YOUTH EMPLOYMENT PROGRAMS	0	0	0	0
CAREER EDUCATION	60,446	4,300	0	64,746
ENVIRONMENTAL EDUCATION	60,443	0	0	60,443
HEALTH EDUCATION	62,338	0	1,627	63,965
LEGAL EDUCATION	0	0	0	0
POPULATION EDUCATION	0	0	0	0
CORRECTION EDUCATION	0	0	0	0
PROGRAMS IN MEDICAL	0	0	0	0
COUNSELING FOR DISADVANTAGED	0	0	0	0
COMMUNITY EDUCATION	3,974	0	0	3,974
GIFTED AND TALENTED	89,630	4,300	0	93,930
EDUCATIONAL PROFICIENCY STANDARDS	1,000	0	0	1,000
SCHOOL SAFETY PROGRAMS	340	0	0	340
ETHNIC HERITAGE	300	0	0	300
TRAINING/DEVELOPMENT	0	0	0	0
TOTAL SUBCHAPTER C	297,946	4,300	2,280	304,526
SUBCHAPTER PROGRAM TOTALS	3,866,607	162,713	304,642	4,333,962
INDIRECT COST	1,000	200	0	1,200
ADMINISTRATION	37,446	1,474	17,092	55,912
INDIRECT COST	87,183	4,307	114	91,604
TOTAL ADMINISTRATION	124,629	5,981	17,206	147,816
GRAND TOTAL	3,991,236	168,694	321,848	4,481,778

SUMMARY of ANNUAL CHAPTER 2 ECIA EVALUATIONS

All Colorado public school districts were required to submit an evaluation on their 1985 Chapter 2 educational activities. The reports included those participating private schools within their district boundaries. BOCs were required to submit an evaluation report for each education agency participating in the cooperative project.

Districts and BOCs were asked to rate their attainment of Chapter 2 program objectives on a scale of 1 to 4, with 1 being unsatisfactory and 4 very satisfactory. The average attainment rating was 3.53 for Subchapter A, 3.62 for Subchapter B, and 3.39 for Subchapter C. These averages indicated LEA satisfaction that their locally determined and implemented Chapter 2 activities were generally successful. The greatest satisfaction with Chapter 2 funded projects occurred in these educational areas: reading and math (Subchapter A); local improvement, textbooks, and library resources (Subchapter B); and gifted and talented and career education (Subchapter C).

Public School Districts' and BOCs' FY '85 Chapter 2 Self Evaluation Summary

ACTIVITIES	NO. OF NO. OF		NO. OF NO. OF		NO. OF NO. OF		ATTAINMENT OF OBJECTIVES					AVG.
	STUDENTS	SCHOOLS	ADMIN.	TECHS.	OTHERS	OTHERS	1	2	3	4		
SUBCHAPTER A - BASIC SKILLS DEVELOPMENT												
1 READING	6,394	115	127	1,280	214	0	0	7	10		3.59	
2 MATH	5,309	72	38	229	279	0	0	5	6		3.55	
3 COMMUNICATION	12,398	118	111	1,262	273	0	1	6	7		3.43	
4 PHYSIC/COMPUTER	18,327	19	86	515	18	0	0	1	1		2.50	
5 OTHER*	125	2	4	44	37	0	0	0	1		4.00	
TOTAL SCHOOL A	44,468	326	266	3,330	567	0	1	19	25		3.52	
SUBCHAPTER B - EDUCATIONAL IMPROVEMENT SERVICES												
1 LAB RESOURCES	148,320	410	588	7,199	1,005	0	0	19	35		3.63	
2 EQUIPMENT	9,081	42	58	436	59	0	0	5	9		3.84	
3 BIRTH, MATERIALS	143,086	384	449	6,212	255	0	1	29	36		3.41	
4 BIRTH, EQUIPMENT	43,619	489	488	7,545	485	0	3	39	43		3.41	
5 LOCAL IMPROVEMENT	74,788	315	375	3,555	758	0	1	8	27		3.78	
6 REMEDIATION/CHALLENGE	148	2	1	9	9	0	0	0	1		4.00	
7 REMEDIATION/CHALLENGE	15,488	43	67	336	79	0	1	3	7		3.55	
8 PLAY & HOME	15,487	78	112	1,371	338	0	2	3	10		3.63	
9 REGIONAL TRAVEL/STAY	124,943	4,825	1,448	19,584	5,848	2	0	10	21		3.52	
10 SCHOOL PROGRAMS	32,088	68	88	473	982	0	0	0	1		4.00	
11 OTHER*	713	3	5	62	2	0	0	0	2		4.00	
TOTAL SCHOOL B	634,494	6,883	7,844	42,675	9,641	2	0	86	150		3.62	
SUBCHAPTER C - SPECIAL PROJECTS												
1 RETIRE	0	0	0	0	0	0	0	0	0			
2 ARTS	5,854	15	23	314	182	0	0	1	1		3.50	
3 PHYSIC/COMPUTER	0	0	0	0	0	0	0	0	0			
4 PHYSIC/COMPUTER	0	0	0	0	0	0	0	0	0			
5 COMMUNITY ED	0	0	0	0	0	0	0	0	0			
6 MATH DISPLAY PANEL	0	0	0	0	0	0	0	0	0			
7 CAREER ED	5,725	28	41	238	35	0	1	4	3		3.75	
8 CAREER ED	4,287	21	23	248	394	0	0	0	1		4.00	
9 HEALTH ED	7,771	23	31	111	8	1	0	4	2		3.00	
10 LOCAL ED	0	0	0	0	0	0	0	0	0			
11 POPULATION ED	0	0	0	0	0	0	0	0	0			
12 CORRECTION ED	0	0	0	0	0	0	0	0	0			
13 MEDICAL CAREER ED	0	0	0	0	0	0	0	0	0			
14 COMMUNITY ED	154	4	2	4	2	0	0	0	0		4.00	
15 GIFTED/TALENTED	14,579	143	91	749	134	0	0	0	1		4.00	
16 ON PROFICIENCY ST	12	2	2	28	27	0	0	0	1		4.00	
17 SCHOOL SAFETY PROJ	198	1	1	18	5	0	0	0	1		4.00	
18 ETHNIC HERITAGE	0	0	0	0	0	0	0	0	0			
19 THOUGHTFUL IV	0	0	0	0	0	0	0	0	0		4.00	
20 OTHER*	125	2	4	44	37	0	0	0	1		4.00	
TOTAL SCHOOL C	42,411	262	230	1,644	640	1	2	15	18		3.39	

* Specific activities were not included on Evaluation Form.

* Specific Activities were not indicated on Evaluation Form.

Private Schools' Self Evaluation Summary

ACTIVITIES	NO. OF STUDENTS	NO. OF SCHOOLS	NO. OF ADMINS.	NO. OF TCHRS.	NO. OF OTHERS	ATTAINMENT OF OBJECTIVES					ATTN. AVE.
						1	2	3	4		
SUBCHAPTER A - BASIC SKILLS DEVELOPMENT											
1 READING	267	3	4	13	1	0	0	2	1		2.33
2 MATH	0	1	2	0	0	0	0	0	1		4.00
3 COMMUNICATION	81	2	2	5	1	0	0	1	0		3.00
4 FACILITY IMPROVEMENT	0	0	0	0	0	1	0	0	0		
TOTAL SUBCH. A	348	6	8	18	2	1	0	3	2		2.40
SUBCHAPTER B - EDUCATIONAL IMPROVEMENT SERVICES											
1 LBR RESOURCES	6,743	34	62	405	184	0	0	3	7		3.70
2 TESTBOOKS	1,767	15	14	73	43	0	0	2	4		3.67
3 INSTR. MATERIALS	8,532	80	48	532	349	0	0	4	5		3.69
4 INSTR. EQUIPMENT	9,941	43	66	537	118	0	0	4	5		3.54
5 LBRCL. IMPROVEMENT	0	0	0	0	0	1	0	0	0		
6 ADMNSTRY CHILDREN	0	0	0	0	0	1	0	0	0		
7 GUIDANCE/TEST	494	3	10	30	5	0	0	1	2		3.67
8 PLAN & MGMT.	0	0	0	0	0	1	0	0	0		
9 TEACHER TRNG/DEVT	741	7	0	64	4	1	1	0	1		2.75
10 RESCL. PROGRAMS	0	0	0	0	0	1	0	0	0		
TOTAL SUBCH. B	24,779	182	230	1,641	701	1	1	10	28		3.38
SUBCHAPTER C - SPECIAL PROJECTS											
1 METRIC	0	0	0	0	0	0	0	0	0		
2 ARTS	725	3	3	34	188	0	0	0	0		4.00
3 FACULTY IN SCHOL.	170	1	1	7	0	0	0	0	1		3.00
4 FACULTY PRESENTATION	0	0	0	0	0	1	0	0	0		
5 CONSUMER ED	0	0	0	0	0	1	0	0	0		
6 YOUTH EMPLOY PRNG	0	0	0	0	0	1	0	0	0		
7 CAREER ED	0	0	0	0	0	1	0	0	0		
8 EMPLOY ED	0	0	0	0	0	1	0	0	0		
9 HEALTH ED	124	2	2	11	7	0	0	0	2		4.00
10 LEGAL ED	0	0	0	0	0	1	0	0	0		
11 POPULATION ED	0	0	0	0	0	1	0	0	0		
12 CORRECTION ED	0	0	0	0	0	1	0	0	0		
13 MEDICAL CAREER ED	0	0	0	0	0	1	0	0	0		
14 COMMUNITY ED	0	0	0	0	0	1	0	0	0		
15 GIFTED/TALENTED	241	1	1	11	0	1	0	0	1		3.00
16 CR PROFICIENCY ST	0	0	0	0	0	1	0	0	0		
17 SCHOOL SAFETY PCS	34	1	1	3	1	0	0	0	1		4.00
18 ETHNIC HERITAGE	0	0	0	0	0	1	0	0	0		
19 TANG/TITLE IV	0	0	0	0	0	1	0	0	0		
TOTAL SUBCHAP C	1,305	8	8	73	202	7	0	2	5		3.71

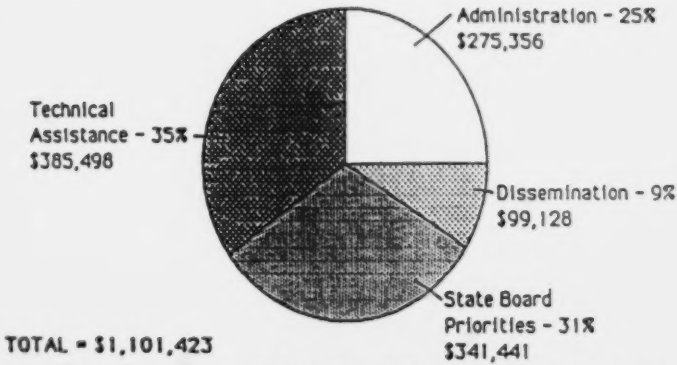
Among private schools, the average attainment rating was as high as 3.4 for Subchapter A, 3.6 for Subchapter B, and 3.7 for Subchapter C educational programs. Like the public school districts and BOCS, these ratings indicate satisfaction that their Chapter 2 educational activities were successful.

The table above indicates that approximately 29,000 private school students were served through Chapter 2 projects, 348 by Subchapter A projects, and 1,305 by Subchapter C educational activities. Numbers may be inflated due to duplicated student counts based on multiple projects serving the same group of students.

Qualitative Data:

It is never completely possible to evaluate an educational program through numbers alone. Along with statistics, it is important to record the thoughts, perceptions, and feelings of the people involved in each project to determine what meaning an educational activity has had for its participants. This kind of qualitative data was aggregated from the Chapter 2 "Major Benefits Forms" in the evaluation process and published in the Colorado ECIA Chapter 2 1985 Annual Report. To derive more definitive information about qualitative data on LEA Chapter 2 programs, consult this publication which was distributed to all Colorado public school district superintendents and BOCS directors.

1985 CHAPTER 2 ECIA -- PLANNED EXPENDITURE OF FUNDS



The Colorado ECIA Chapter 2 Educational Block Grant Plan for fiscal year 1985, developed under the guidance of the Educational Block Grant Advisory Committee, provided that 20% of the Chapter 2 allocation for Colorado (\$1,101,423 in FY'85) be administered by the Colorado Department of Education (CDE) for statewide purposes. The plan specified that CDE's portion of the Chapter 2 funds be spent on activities in four categories: (1) program administration, (2) technical assistance, (3) State Board of Education priority areas, and (4) dissemination.

Administration:

Expenditures were designated to support the efficient and effective administration of both the CDE and the LEA portions of the Chapter 2 program. CDE accomplished these functions through services such as:

- (1) the development and refinement of procedures for the efficient administration of Chapter 2 grants, including calculating and disbursing LEA funds, reviewing LEA applications, establishing evaluation and auditing guidelines, and providing technical assistance on administrative matters to LEAs and Boards of Cooperative Educational Services (BOCS);
- (2) the coordination of Chapter 2 activities with those of LEAs, BOCS, other CDE units (Curriculum and Instruction, Planning and Evaluation, Accounting, Chapter 1, Field Services, etc.) and state organizations, including the Educational Block Grant Advisory Committee, to improve program coordination and to maximize the efficiency and effectiveness of Chapter 2 activities and services;
- (3) the aggregation of data and preparation and dissemination of the fiscal year for Colorado ECIA Chapter 2 Annual Report; and

- (4) the preparation of reports and the aggregation of information requested or required by federal program administrators, legislators, and other educational organizations about Chapter 2 and other federal programs.

Technical Assistance:

Chapter 2 funds allocated for technical assistance activities supported LEA and private school efforts in areas of high priority needs such as basic skills, technology, health education and gifted/talented programming. Significant services and activities sponsored by CDE included:

- (1) the provision of direct technical assistance to LEAs in response to Task Force Recommendations in areas of science, mathematics, and English;
- (2) CDE technical assistance and support in a variety of areas such as: effective schooling, alternative education, health education, and gifted/talented programming through state and regional conferences, workshops and on-site consultations;
- (3) the support of LEA health circles, health promotion groups and the statewide health education consortium with technical expertise; and
- (4) the administration of the Service Assistance Program which was designed to respond to LEA and private school requests for consultative assistance in specific areas of need.

The Service Assistance Program

Out of the funds budgeted for technical assistance activities, \$50,000 or 4.5% of the total CDE portion of the state's Chapter 2 allocation was set aside to support special needs of LEAs and private schools through the Service Assistance Program. This program provided non-competitive grants to secure school improvement consulting services not available from CDE either because of staff time limitations or lack of a particular expertise. The modest dollar amount of this program was dedicated to providing seed money to initiate projects that met LEA educational needs. During fiscal year 1985, thirty-seven service assistance projects were funded in the following areas:

- (a) Curriculum Instruction
- (b) Computer Skills
- (c) School Improvement
- (d) Staff Training
- (e) School Climate
- (f) Library Media
- (g) Gifted/Talented
- (h) Drop-Outs

State Board of Education Priority Areas:

CDE's Chapter 2 activities in this area were designed to support educational priorities identified by the Educational Block Grant Advisory Committee with the concurrence of the State Board of Education. Major activities in this category were:

- (1) the coordination and support of the Operation Renaissance effort, a project of the State Board of Education in response to the public concern about the current status of education in Colorado;
- (2) the support and promotion of task force activities in the areas of English, mathematics, science, social studies, and foreign languages;
- (3) the institution of the World of Work and Special Education Task Forces which were charged with reviewing curriculum and instructional efforts in the appropriate content areas and making recommendations for any needed changes;
- (4) the development and field-testing of the voluntary statewide writing assessment of third, sixth, ninth and eleventh grade students; and
- (5) the provision of technical assistance in the area of technology and its educational applications for LEAs and BOCS through on-site visits, workshops and publications.

Dissemination:

The purpose of CDE's Chapter 2 activities in this area, which accounted for nine percent of the total CDE planned expenditures, was to disseminate state and national information on requirements, regulations, resource availability, curriculum information, educational research and other resources available to LEAs, private schools and BOCS. The following major activities were either initiated or continued during fiscal year 1985 to achieve this purpose:

- (1) the preparation and dissemination of the FY'85 Status of K-12 Public Education in Colorado report;
- (2) the maintenance and promotion of the Legislative Information System, the CDE Electronic Bulletin Board and Easylink, an electronic mail system, as models of disseminating information through high technology methods;
- (3) the administration and reporting of the results of two public opinion polls entitled: "Colorado Looks at Its Schools" and "The Views of Colorado's Youth"; and
- (4) the continued dissemination of information about educational programs and innovative practices through Education Colorado, Federal Insights and other CDE publications.

SUMMARY of CHAPTER 2 PROGRAM STRENGTHS and SUGGESTIONS for IMPROVEMENT

The following are some of the major written and oral comments on the 1985 Chapter 2 Program in Colorado from public and private school officials, State Educational Block Grant Advisory Committee members, and Chapter 2 personnel.

Strengths:

- Choice and local control are major strengths of the Chapter 2 LEA programs. LEAs have the option to target funds to impact specific student or teacher populations or to distribute the funds generally on a district or school-wide basis to benefit all students or teachers.
- Fiscal year 1985 LEA Chapter 2 funds supported a wider array of educational activities and projects than in the previous two years of the three year Chapter 2 cycle. Small and rural public school districts emphasized that Chapter 2 funding enabled their districts to purchase services, equipment, and materials usually available only to large urban districts.
- Evaluative feedback from LEA Chapter 2 Coordinators described the FY'85 state administration of the Chapter 2 programs as providing helpful, informative, and effective leadership and assistance in planning, developing, and implementing LEA Chapter 2 activities.
- The availability of state level Chapter 2 funds afforded CDE the opportunity to provide direct services to LEAs through workshops, conferences, and on-site consultations on such topics as: gifted and talented, mathematics, science, employability skills, and technology.
- The state operated Service Assistance Program has provided LEAs the opportunity to secure additional non-competitive funds not generally available from other sources for support of district or building-level consultants.

Suggestions for Improvement:

- LEA project directors should be encouraged to complete the "Major Benefits Forms" with as much detail as possible because these forms provide the only qualitative data available on Chapter 2 programs.
- It is recommended that the CDE continue to refine program administrative and evaluation procedures and materials to improve efficiency and effectiveness.
- The CDE should make a greater effort to facilitate the sharing of program information and materials between and among LEAs.

COLORADO STATE BOARD of EDUCATION

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COLORADO ECIA CHAPTER 2

prepared by

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and

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Special Projects Unit

Betty R. Hinkle, Executive Director

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Commissioner of Education

Colorado Department of Education

201 East Colfax

Denver, Colorado 80203

April 1986



DR. FRANK B. BROCKBLET

Superintendent of Public Instruction

April 16, 1986

Ms. Eileen Wiegert
Federal Liaison Representative
State of Washington
444 W. Capitol St., N.W.
Washington DC 20001

Dear Eileen:

It is good to see the United States Congress consider "effective schools" legislation, especially since many states already have in place effective school projects.

Let me share with you two Washington State activities now underway which we believe to be outstanding effective schools initiatives: 1) the school-based management project, and 2) our statewide teacher inservice training program.

School-based management

School-based management projects have been funded by our state legislature (\$500,000) for the biennium ending June 30, 1987. Thirty-three school districts are participating. The goals of the project are stated in section one of the legislation:

(1) The legislature believes that teachers, principals and other school administrators, parents, students, school district personnel, school board members, and members of the community, utilizing the results of continuing research on effective education, can best identify the educational goals, needs, and conditions of the community and develop and implement a basic education program that will provide excellence.

(2) To meet the goals set forth in this section, it is the intent and purpose of the legislature to encourage improvement of Washington's public school system by returning more control over the operation of local education programs to local districts through a program of pilot projects in school-based management.

This program gives direction, yet allows much flexibility for unique applications by local school districts. Here are some examples:

1. Seattle School District (46,477 students) has identified and defined twelve characteristics of effective schools:

- | | |
|-------------------------|----------------------------------|
| 1. Clear goals | 7. Positive Learning Climate |
| 2. Strong Leadership | 8. Time on Task |
| 3. Dedicated staff | 9. Curriculum Continuity |
| 4. High expectation | 10. Multicultural Education |
| 5. Frequent monitoring | 11. Communication |
| 6. Early Identification | 12. Parent/Community Involvement |

The project at Rainier Beach High School (1,054 students with a high representation of minority students) in Seattle is to identify effective school practices and procedures to be piloted for the 1986-87 school year; consult with the COSMOS Corporation on research findings from their 1985 study of American Urban High Schools; provide staff training, planning time and development of management practices.

2. Federal Way School District (15,451 students) has identified the following determinants and factors as outlined in the research of Clark, 1977 and Northwest Regional Education Laboratory, 1984:

- | | |
|--|---|
| 1. Respect | 6. Cohesiveness |
| 2. Trust | 7. School Renewal |
| 3. Improvement in morale | 8. Caring |
| 4. Opportunities for input | 9. Articulation of goals and expectations |
| 5. Continuous academic and social growth | 10. A system of rewards and incentives |

At Federal Way High School (1,170 students) activities include inservice training, plan development based upon further research (Citizens Education Center Northwest, Pierce, Fox, Warburger, Caputo, Goodlad).

3. Kettle Falls School District has identified the following elements as important effective schools issues for them.

1. Environment (school and community)
2. Productivity
3. Satisfaction levels
4. Organizational characteristics
5. Established goals and objectives

Kettle Falls School District has a student population of 950 in grades K-12 and represents a consolidation of about fifteen tiny districts. Although these individual districts no longer exist, the desire for local control in decision-making is very much alive. The goal of this project is to develop effective decision-making process to deal with the five items listed above.

4. Concrete School District located in the Skagit Valley has a student population of 587 in grades K-12. The project at Concrete Elementary School (K-7; 343 students) includes the following activities: training to help staff function as a team; improving school climate; reviewing budget, curriculum, staffing and facilities.

Teacher Inservice

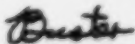
An inservice program for teachers to improve current levels of "academic efficiency and effective classroom management" is underway in our state. The legislature provided \$1 million for the current biennium ending June 30, 1987. The two principles addressed by this project are basic to those described in various ways by researchers of effective schools. The existing models being used by the program are:

- 1) Training Model for Academic Efficiency, Northwest Regional Educational Laboratory;
- 2) Effective Use of Time, the Peabody Center for Effective Teaching; and
- 3) Achieving Excellence Program, MCREL.

Once the state funds have been exhausted for this program, we are hopeful of finding other resources for continuing this activity for teachers who have not been able to participate and to build upon the program these funds have created.

It is certainly clear that effective schools become a reality when all aspects of the school environment are involved in the activity. To become an effective school is an educationally changing process, it is not something that can be legislated overnight.

Sincerely,



Frank B. Brouillet
State Superintendent
of Public Instruction

FBB/ln

CALIFORNIA STATE DEPARTMENT OF EDUCATION

444 N. Capitol St., N.W., Suite 214 - Washington, D.C. 20001

April 16, 1986

Mr. Bruce Hunter
Director of Federal & State Relations
Council of Chief State School Officers
Suite 379
400 North Capitol Street, N.W.
Washington, D.C. 20001

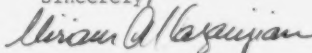
Dear Bruce:

In reference to our discussion about the effective schools provisions in H.R. 4463, the California State Department of Education currently utilizes much of the state "20%" portion of ECIA Chapter 2 for school improvement activities such as:

- Improving Academic Curriculum
 - Instructional Services
 - Staff Development
 - Education Technology
- Student Preparation & School Climate
- Parent Involvement
- Model Curriculum Standards
- School Improvement
- Curriculum Training
 - California Literature Project
 - History/Social Science
 - Mathematics
- California Assessment Program
- Teacher Centers
- Higher Ed./Business & Industry Community Articulation

Please let me know if you need additional information.

Sincerely,



Miriam A. Kazanjian
Federal Liaison Officer

MAK:jg

MAJOR NEW YORK STATE EFFECTIVE SCHOOLS
ACTIVITIES SUPPORTED BY ECIA CHAPTER 2

In March 1984, the State Board of Regents adopted the "Action Plan to Improve Elementary and Secondary Education Results in New York State" which is designed to improve the condition of teaching and learning in all schools in New York State. The fundamental priority is to achieve the complimentary goals of excellence and equity in education. The Plan establishes both enhanced standards for excellence in teaching and in student performance as well as a school environment that ensures all students have the opportunity and the appropriate assistance they need to meet the new standards. ECIA Chapter 2 20 percent funds in 1982-83 and 1983-84 helped support the research and planning activities that lead to the development of the Action Plan.

The Regents have also provided, through the Plan, for increased accountability for student success through the Comprehensive Assessment report (CAR). The CAR provides school officials, parents, and the local community with three-year trend data on all required statewide tests, along with information on attendance and retention rates for each school. Those identified among the lowest performing schools in the State are eligible for technical assistance from the State Education Department as they develop comprehensive school improvement plans. Much of this intensive technical assistance is being coordinated through the Effective Schools Consortium, supported in part by Chapter 2 20 percent funds. Major emphasis of consortium staff activities is on administrative training in the planning, supervision and evaluation of instructional programs; teacher motivation and effectiveness; the use of technology, and instructional management systems; and leadership skills which will lead to the improvement of pupil performance in basic skills. These activities are very directly linked to the research on effective schools. Nearly \$200,000 of the 20 percent funds will be expended on these activities in 1986-87.

Critical to the success of the Action Plan is up-to-date quality curricula reflecting clear learning objectives. The Department has begun and will continue over the course of the next several years, a comprehensive review and revision of State-recommended syllabi in critical academic subjects. A portion of the Department's curriculum development and supervision activities are supported by Chapter 2 20 percent funds. For 1986-87, the Department anticipates spending approximately \$2.0 million of the Chapter 2 funds for these activities.

An essential ingredient in effective schools is an on-going process for monitoring and assessing pupil performance; both to identify students with special educational needs so that remedial instruction may be provided and to evaluate the effectiveness of curriculum materials and instructional strategies. In New York State, there is an elementary basic skills competency test service (Pupil Evaluation Program); at the secondary level, there is the program of Regents Competency Tests which all students are required to pass as a prerequisite for high school graduation. State Education Department staff, supported by a combination of State monies and supplemental Chapter 2 20 percent funds, administer these two programs (among others) statewide. Specific activities include: test development, test scoring, maintaining statewide performance standards, identification of students needing remediation and evaluation of local educational programs. For 1986-87 the Department anticipates expending approximately \$1.4 million of 20 percent funds for these activities.



Arkansas

DEPARTMENT OF EDUCATION

FEDERAL PROGRAMS

4 STATE CAPITOL MALL • LITTLE ROCK, ARKANSAS 72201-1021 • (501) 371-1287
TOMMY R. VENTERIS, Director, General Education Division

March 24, 1986

Mr. Arvin Blome
Coordinator, Chapter 2, ECIA
Colorado Department of Education
State Office Building
201 E. Colfax Avenue
Denver, CO 80203

Dear Mr. Blome:

Please find enclosed a copy of the essay on the effectiveness of Chapter 2 in Arkansas to which you referred in your memorandum of February 27. If this is not the kind of information that is needed, please let us know.

Sincerely,

Roland A. Carpenter

Roland A. Carpenter
Associate Director for Federal Programs

RAC:lk

Enc.

IMPACT OF CHAPTER 2 IN ARKANSAS

The evaluation data from school districts and participating private schools indicate that Chapter 2 has made a significant contribution to the improvement of education in Arkansas. This is evidenced by total participation of all school districts in one or more activities even though the grants to many LEAs are small. A program to improve art education, funded as a state level activity, involves all school districts and interested private schools utilizing consultative services and instructional guides to improve teacher effectiveness and student learning. There are more expensive programs funded with Chapter 2 funds such as a computer laboratory to improve instruction in mathematics that have been reported as being successful in the improvement of student learning. There are numerous examples of Chapter 2 support that reflect that Chapter 2 is a popular program and that most LEAs and private schools consider it as a valuable resource for meeting student needs.

Arkansas is one of many states that has sought to improve education through legislative mandates including teacher evaluation, staff development, establishment of educational cooperatives, strengthening accreditation standards and special student-centered activities such as the Governor's School for gifted and talented. Since Chapter 2 funds cannot be used to meet the new school accreditation standards or other state mandated requirements, the program is able to build and improve upon a better educational foundation that has been created by the initiatives. Subchapter B is the most popular component of Chapter 2 supporting 556 activities or approximately 97 percent of all programs with Subchapters A and C supporting 13 activities. Public and private school cooperation resulted in 38 percent participation of private school students.

School districts and private schools used the flexibility feature of Chapter 2 to improve their instructional programs. School library services were improved in 49 percent of the school districts and 57 percent chose to improve instruction in academic subjects by making available to students and teachers additional instructional equipment and materials. Twenty-seven percent of the school districts used funds to improve instruction in basic skills and to conduct staff development activities.

School districts were provided a wide variety of services and better leadership as a result of using funds reserved for state level activities. These services were directed toward the improvement of instruction in art, science, foreign languages, mathematics, basic skills, improvement in fiscal and student accounting, and staff development to improve teaching skills and identification of learning problems in early childhood. These state leadership activities promoted a closer working relationship between the LEAs and the Department of Education.

STD-881 12-87

COMMONWEALTH OF PENNSYLVANIA

April 4, 1986

SUBJECT: Effectiveness of Chapter 2 Program

TO: Richard K. Riley
Chapter 2 Coordinator
Maine Department of Education

Arvin Blome
Chairman, Chapter 2 Steering
Committee
Colorado Department of Education

FROM: Eugene E. Urbanski **EEU**
Chapter 2 Coordinator
Commonwealth of Pennsylvania

An overview of the Chapter 2 monies for Pennsylvania indicates that of the approximately 85 million dollars received from 1982-83 through 1985-86, approximately 70 million dollars have been allocated to 501 local districts and 29 intermediate units which act on behalf of private school programs. This is 82.7 percent of the total monies.

Pennsylvania's 1984-85 Chapter 2 evaluation showed that 96 percent of the expenditures reported were for programs under Subchapter B (Educational Improvement); three percent were expended under Subchapter C (Special Projects); and, one percent was expended under Subchapter A (Basic Skills).

Within Subchapter B, almost half of the expenditures (48 percent) were for the purchase of instructional equipment such as microcomputers, monitors, printers, typewriters, calculators and other such equipment. The next greatest area of expenditures (21 percent) was for instructional materials and school library resources. Some typical purchases in this area included computer software, library books and audio-visual materials.

Program Impact: Instructional Equipment 7 million dollars

The greatest proportion (38 percent) of the funds for instructional equipment were used for computer literacy programs. Equipment was needed in all other discipline areas (other than a set computer literacy program) and that 84 percent of the funds were used to purchase computer hardware.

Program Impact: Instructional Materials 1.4 million dollars

The greatest proportion (21 percent) of the funds for instructional materials were used for science programs. Computer literacy programs were a close second and accounted for 19 percent of the expenditures. Our data also shows that most subject areas benefited from the purchase of instructional materials.

April 4, 1986
 Page 2
 Effectiveness of Chapter 2 Program

Program Impact: School Library Resources 1.6 million dollars

In the area of school library resources, most of the expenditures were for the purchase of books, computer software, and reference sets.

Program Impact: Improvement in Local Educational Practices 1.2 million dollars

The expenditure data for programs to improve local educational practices shows that the largest proportion of funds (25 percent) were for programs in communications skills. Reading programs were a close second and received 24.87 percent of the funds.

Attached to this report and excerpted from our 1984-85 Chapter 2 evaluation report are 10 endorsements from LEA's testifying to how Chapter 2 has impacted on school programs.

Pennsylvania schools also benefited directly from 20 percent state portion of the Chapter 2 allocation (7.3 percent) for a total over four years of approximately 6.6 million dollars.

The greatest number of competitive grant projects as shown by our 1984-85 data were in the area of science and technology. Other subject areas included mathematics, language arts, social studies, health, library research, and kindergarten developmental schools.

State level grants through a contract with the Educational Products Information Exchange (EPIE) provided services to schools for instructional materials evaluation/information.

Also through the state's 20 percent portion, schools were provided assistance to plan and organize school programs and services, management, personnel development, community staff involvement and non-district support services.

Finally, 10 percent of the state's 20 percent was used for State Based Chapter 2 Supported Technical Assistance Services to schools. Over four years, Pennsylvania expended 8.4 million dollars for these technical services, including direct administration of the program. There were 41 full time equivalent employees in the Chapter 2 program for technical services and administration.

In conclusion, Chapter 2 monies have had a substantial impact on local districts and private schools in helping them cope with technological changes by providing them with materials, equipment, staff development, and technical assistance from the state level specialists.

However, an Advisory Committee member, Henry Hermanowicz, Dean, College of Education, Penn State University, cautions by stating that "we should not assume that our state assessment of program and project effectiveness actually measures

April 4, 1986

Page 3

Effectiveness of Chapter 2 Program

any substantive changes in the quality of schooling and/or students' educational development as a result of the Act. The self assessments and testimonials the state agency has received from funded districts are bound to be high whether such projects have or have not directly impacted on improving practices or measurable results in what students learn."

P.S. Unfortunately, at this time, I am not able to forward you the final report of our Chapter 2 evaluation. When it returns from the duplicating services, I will forward each of you a copy to substantiate the above data.



Illinois
State Board of
Education



EDUCATION IS EVERYONE'S FUTURE

100 North First Street
Springfield, Illinois 62777
217/782-4321

Walter W. Nauman, Jr., Chairman
Illinois State Board of Education

Ted Sanders
State Superintendent of Education

DATE: March 27, 1986

MEMORANDUM

TO: Arvin Blome, Chairman
National ECIA, Chapter 2 Steering Committee

FROM: James H. Mendenhall 

SUBJECT: Illinois ECIA, Chapter 2 Program Summary

Per your request of February 27, 1986, enclosed is a summary of Illinois' ECIA, Chapter 2 Program. If you have questions, please contact Warren Lionberger or me at 217/782-3810.

Chicago Office
188 West Randolph
Chicago, Illinois 60601
312/753-2220

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Bel Vernon, Illinois 62804
618/242-1678

ILLINOIS ECIA, CHAPTER 2 PROGRAM SUMMARY

In FY 85, the Illinois State Board of Education received an ECIA, Chapter 2 Grant Award of \$21,202,762. Of this grant, \$16,926,290 (80%) was awarded to LEAs through a formula distribution with \$4,240,572 (20%) being retained by the state for technical assistance (2.4 million), local granting activities (1.1 million competitive program) and the remainder for program management (\$700,000).

Illinois with 1,005 school districts includes a broad spectrum of educational settings from large urban education centers to small rural districts. In spite of this diversity, there is overwhelming support from Illinois school officials (local and state) for the current Chapter 2 program.

A number of factors are contributing to satisfaction with the program. Perhaps most important among these factors is the ease of administration both for the State Education Agency and for local school districts. The SEA submits a simple three year application which provides for ease of distribution of funds to local school districts and flexibility to respond to state level educational needs and priorities. At the local level, during recent monitoring activities conducted by SBE staff, district officials have expressed enthusiasm for the program, especially citing the simple application process reducing the administrative burden and the flexibility provided through reduction in categorical restraints. Private schools have also indicated their satisfaction with the program and enjoy a high level of cooperation with public school districts in the administration of the Chapter 2 program.

As a result of program flexibility in the Chapter 2 legislation, local school districts have been conducting systematic evaluations resulting in the identification of local needs which, for the most part, correspond with state and national priorities. The State Education Agency has also used this program flexibility to provide a variety of direct technical assistance efforts to school districts, to conduct a competitive grant program which responds to both state and local needs, and to offer leadership activities in many curricular areas.

In FY 85, ECIA, Chapter 2 formula applications were processed for 999 public local education agencies and 1,105 nonpublics. There were 1,626,737 public school students and 315,275 private, nonprofit school students receiving services through the program.

In addition to formula grants, the Illinois State Board of Education conducts a competitive program with a portion of the funds statutorily reserved for state agency use. In FY 85, \$700,000 funded 19 Educational Improvement Grants. These grants provided services to 71,110 public/nonpublic students and 2,370 public/nonpublic teacher and/or administrators. In addition, \$300,000 funded seven Area Local Assistance Grants to conduct area mini-grants supporting limited highly topical activities having impact on specific populations (students, teachers, administrators, etc.) both public and nonpublic within their respective area. Of the 312 mini grants funded during FY 85, services were provided to 574,804 public/nonpublic students and 41,431 public/nonpublic school staff. An additional \$100,000 funded 5 special projects that responded to emerging state and/or local needs.

School Improvement Activities were provided through technical assistance and leadership development. More than 5,800 district contacts were made in the delivery of information, resource materials, curriculum assessment and planning of staff development services. Leadership was provided to develop the Illinois Principals Academy a Statewide Computer Technology Consortia and the Illinois Quality Schools Index.

In addition, SEA staff responded to more than 18,000 requests for assistance in curricular areas with heavy emphasis in basic skills and arts and humanities.

RHF 9655a



RALPH B. TURLINGTON
COMMISSIONER

STATE OF FLORIDA
DEPARTMENT OF EDUCATION

TALLAHASSEE 32301

F. D. FIDELITY
CHIEF CLERK OF
CURRICULUM SERVICES
OFFICE OF PUBLIC SERVICES

April 3, 1986

Dr. Arvin C. Blome
Assistant Commissioner for
Federal Relations &
Instructional Services
State Department of Education
201 East Colfax
Denver, Colorado 80203

Dear Arvin:

In response to your memorandum dated February 27, 1986 I am enclosing a description of one of Florida's Chapter 2 programs that we would like to share.

Please let me know if you wish additional information.

Sincerely,

Lynda
Lynda Kinard

Enclosure

DUVAL COUNTY
CHAPTER 2
CHILDREN AND GRIEF

The recent space shuttle disaster has highlighted the need to be prepared to assist students with accepting and adjusting to grief. Children experience grief from a wide variety of causes: death of a family member; death of a fellow student; discord in the home; moving to a new school, etc.

The Duval County School Board (Jacksonville, Florida) recognized this need and used Chapter 2 funds to contract with the Jacksonville Hospice to train a guidance counselor in each High School to deal with children and grief. The objectives of the project are:

1. To increase the awareness of school personnel about the impact of grief on children, emphasizing its effects on school behavior and performance.
2. To train school personnel to recognize normal behavior in children who have suffered a recent loss and to implement techniques to help these children progress toward healthy adjustment of the loss.
3. To recognize behaviors in children still encumbered by a loss recent loss and to implement techniques to assist them toward a healthy resolution.
4. To make adaptations in the school environment on an individual basis sensitive to the child's phases of grief that will enhance the likelihood of success in school.
5. To provide support and coping strategies for grieving children through individual, small group, and peer counseling interventions.
6. To provide children with a deeper understanding of loss, enabling them to draw upon their own resources when needed.

For more information contact:

Mr. Wayne Largent
Florida Department of Education
(904) 488-6347

Mr. David Brown
Duval County School Board
(904) 390-2186

**Better Education for Michigan Citizens:
A Blueprint for Action**

The Michigan State Board of Education Plan



MICHIGAN STATE BOARD OF EDUCATION

Michigan State Board of Education



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**Better Education for Michigan Citizens:
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MICHIGAN STATE BOARD OF EDUCATION



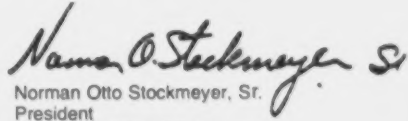
Foreword

The State Board of Education is pleased to present "Better Education for Michigan Citizens: A Blueprint for Action," a plan to improve education in Michigan which emphasizes equity as well as excellence.

As we improve our educational programs to achieve excellence, public policy and school curriculum must be designed to meet the needs of the vast numbers of children, youth and adults whose needs have not been met by existing programs and policies. The State Board of Education believes that excellence and equity must be the basis for developing educational reform.

In order for this plan to work, it will require the cooperation of educators, parents, citizens, students, local school boards, business, industry, and all levels of government. Educational excellence is a critical need for all citizens and for the future economic and cultural growth of our great state. Everyone has an important stake in making this action plan successful.

Special thanks are extended to Dr. Phillip E. Runkel, Superintendent of Public Instruction, and his staff for their support in developing this document.



Norman Otto Stockmeyer, Sr.
President
State Board of Education

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Preface

The Michigan Constitution states:

Leadership and general supervision over all public education, including adult education and instructional programs in state institutions, except as to institutions of higher education granting baccalaureate degrees, is vested in a State Board of Education. It shall serve as the general planning and coordinating body for all public education, including higher education, and shall advise the Legislature as to the financial requirements in connection therewith.

—Article VIII, Section 3, Michigan Constitution.

Michigan has a rich history of education leadership. In the last decade and a half, state-level resources have been developed to assist schools in improving and programming for preschoolers through adults. Student expectations have been developed for the essential skills of communication, social studies, science, fine arts, health and physical education, and mathematics.

The Michigan Educational Assessment Program, which was one of the first statewide testing efforts in the nation, tests every 4th, 7th, and 10th grade student in reading and mathematics yearly, and tests students on a sampling basis in these other essential skills.

The State Board of Education has identified and evaluated numerous school improvement processes, classroom management techniques, programs in curricular areas, and professional development. New kindergarten-through-adult program standards, building-level improvement processes, and cooperative efforts with business and industry are being pilot-tested or implemented currently throughout the state.

Because of this history, the State Board of Education is in an unique position to guide Michigan toward further improving education for the future. "Blueprint" is a plan which the State Board of Education has developed to marshal the various improvements that have been highlighted in the many national reports on school excellence.

The plan was developed after the extensive review and discussion of these national reports and receiving comments from educators and citizens in Michigan. The content is based upon those reviews as well as the Michigan High School Commission study; recommendation from study committees in the areas of technology, mathematics and science, foreign language, and certification; a Department of Education statewide public opinion survey; research findings; the overall authority which the State Board has for dealing with specific issues; and the various options or alternatives available to the Board.

Although the various national reports have highlighted excellence, the State Board of Education's Blueprint for Action emphasizes equity as well as excellence. The State Board of Education recognizes the many societal factors that influence educational achievement and is compelled to stress that equity and educational opportunity must be major considerations in improving education.

I. Principles of Educational Improvement

The State Board of Education used four key principles in developing specific recommendations:

Improving Learning

The obvious should not be overlooked: The major responsibility of schools should be student learning. In the past decade alone the body of knowledge has exploded. Schools should concern themselves with a broad spectrum of knowledge, skills and attitudes which students need to reach their greatest potential to lead productive and satisfying lives.

Curriculum standards can and must be improved. Basic skills, new technology including computers, and proficiency in a second language are among the areas on which curriculum improvement should be focused. Performance standards should be set to ensure equity and excellence for all students.

There must be greater effort to ensure that areas of education which deserve special attention, receive it, including preschool education, middle schools, programs for special populations, vocational education, and articulation between high school and postsecondary institutions. But educators alone cannot strengthen curriculum standards. There must be a partnership of citizens, parents, teachers, administrators, and students working together for better education for Michigan citizens.

Creating a Learning Environment

Lofty educational aims are useless without a healthy learning atmosphere. Fourteen of the last fifteen Gallup Polls of the public's attitude toward public schools cite a lack of discipline as the primary problem facing our schools. Attention to issues of absences, school climate, discipline, homework, class size, and time on task will help create a better learning environment. Most of these efforts can be achieved in a coordinated way by the State Board of Education and local school boards at little or no new cost.

At the same time, praise is as necessary as criticism. Just as weaknesses should be tackled, exemplary schools and outstanding teachers in the state should be spotlighted through school excellence committees of students, parents, staff and citizens.

Strengthening the Profession

Michigan's teachers and administrators must be provided every opportunity to review and improve their professional skills and to acquire new knowledge if they are realistically expected to meet the growing demands of the information explosion, mandated educational programs, and rising expectations for schools. New policies should cover short-range issues of middle school teachers and administrators' certification, and loans and grants to prospective teachers; and longer-range issues relating to teacher preparation, career ladders for teachers, and improving teachers' salaries.

Delivering Educational Services

Public school enrollment has declined during the last decade. Of a total of 571 school districts, 175 have enrollments of less than 1,000. In fact, 40 of these districts have 150 or fewer students. A structure must be established so that all students in Michigan public schools can have access to a quality educational program.

Each of the recommendations within this "Blueprint" will fall into one of these four principles. In addition, each recommendation is grouped under one of three categories:

- SECTION A. Recommendations to Local and Intermediate School Districts;
- SECTION B. Recommendations to the Governor and Legislature; and
- SECTION C. Recommendations to Institutions of Higher Education.

This approach is adopted for historical, legal, and practical reasons. Michigan's tradition and constitution give each of the three groups important roles to fulfill in education, and any education reform effort must be addressed to each and all of them. In addition, the "Blueprint" contains the policy actions that the State Board of Education will take on its own.

The "Blueprint" also is based on the assumption that time, planning, and money considerations will require that many of the recommendations be phased in over a period of four years. In keeping with Michigan's successful history of each segment of the educational enterprise carrying out its mandate within the role assigned to it, the State Board of Education is relying on the traditional goodwill and sound judgment of local school district boards to adopt and shape these recommendations to fit best their schools.

After the four-year period, the State Board will examine the status of the recommendations; and, if needed, will recommend further steps for local and intermediate boards and institutions. It may be necessary for the State Board of Education to request the Governor and Legislature to consider requiring additional steps.

II. Recommendations

SECTION A. RECOMMENDATIONS TO LOCAL AND INTERMEDIATE SCHOOL DISTRICTS

Planning for School Improvement

No matter how good the ideas for improvement, a specific, logical plan is necessary to carry out changes in a school district. Some changes can be made fairly quickly; others require detailed evaluation by many people within the school system and community, including parents, students, business, industry, labor and other groups. There should be a regular review of a district's programs to anticipate problems and any needed changes.

RECOMMENDATION 1. The State Board of Education recommends that every local school board develop a long-range (3-5 years) School Improvement Plan using, as a base, the Standards of Quality Document being developed by the State Board of Education. Students, teachers, administrators, parents and other citizens should be involved in the development of the plan. The School Improvement Plan would include processes to:

- Develop Individual Learning Plans to identify, plan, and evaluate the educational needs of each student. No two students are identical. Each deserves a tailored program. The use of Individual Learning Plans is already in practice throughout Michigan for special education and adult education pupils.
- Ensure basic student academic and career competencies and encourage the maximum use of resources to help prepare all youth for career jobs through the use of Employability Development Plans.
- Review textbooks and other instructional material periodically, provide adequate resources for purchases, and establish policies for students' use of textbooks. Too many textbooks continue to be used long after they are outdated in terms of knowledge and awareness of today's ethnic, cultural and gender contributions. Michigan law requires that students be given free textbooks, but budget problems have led some schools to prohibit pupils from taking textbooks home.
- Assist all school staff in providing instruction and in setting higher expectations for students of special populations, such as the gifted and talented, compensatory education, minority groups, bilingual and migrant, and the handicapped. High expectations are a key component of student success.
- Ensure that students in adult education programs have equal access to instructional equipment, facilities, resources, and supplies. More and more adults need and want to complete or continue their education, especially to help them find new occupations or advancement in their current jobs.
- Describe the absenteeism situation in the district and make provisions for reducing absenteeism and in-school truancy. Both the National Commission on Excellence and Michigan Commission on High Schools have recommended that local school district boards adopt attendance policies with clear incentives and sanctions to reduce time lost.
- Reduce dropouts. The State Board of Education will adopt a model policy on student absences for consideration by local district boards and develop a plan to help districts lower the dropout rate and improve school attendance.

- Develop alternative programs for disruptive students and develop procedures to cooperate with community agencies to help reduce and prevent discipline problems.
- Use classroom management techniques to support positive learning environments, and adoption of a code of student conduct, including a process for informing and helping parents and students understand the code of conduct. Both the Michigan and National Commissions have recommended that codes be set which are fair, explicit, and are enforced consistently as one way to increase productive learning time.
- Adopt a policy on homework, including how it is assigned, monitored, made meaningful, graded, and returned to students. The policy should deal with making textbooks available to all students for homework and should provide for a learning environment at school for students to receive help and complete their homework. Sixty-nine percent of the Michigan public favored an increase in the amount of high school homework.
- Increase the quantity and effective use of instructional time available to students.
- Assess and monitor how time is allocated and used within the classroom and the school. The assessment should be based on the State Board of Education's Standards of Quality document.
- Review class size as related to current research and establish class sizes which would allow for the nature and degree of special student needs within the regular classroom (disadvantaged, bilingual, handicapped, gifted, etc.).
- Establish preprimary education programs and support the availability of programs to all 3-5 year olds.
- Review library and media facilities available to students to provide the resources to aid learning.

High School Graduation Requirements

Michigan has had a long, accepted tradition of local control over school programs and has instituted few state requirements for high school graduation. Each local district should continue to have jurisdiction over its curriculum, but it seems clear now that the time has come to ensure that every student, no matter in which district he or she lives, has an equal chance to learn the demanding skills necessary for today's and tomorrow's world. Surveys of both the Michigan public and of Michigan high school principals show strong support for several graduation requirements.

RECOMMENDATION 2. The State Board of Education recommends to local boards of education that they require all students to complete:

- Four years of communication skills, including reading, grammar, literature, writing, speaking, listening, and critical thinking. Of the Michigan public surveyed, 83 percent favored requiring four years of high school English.
- Two years of mathematics including at least one course covering algebraic concepts. In spite of recent increases in mathematics and computer-science enrollments, half of all high school graduates have taken no mathematics or science beyond the 10th grade.
- Two years of science, including both biological and physical science.
- Three years of social studies, including government, history, economics, cultural and ethnic studies, geography, law-related studies, and critical thinking.
- Two years or more in one or a combination of the following areas: (1) foreign language, (2) fine or performing arts, or (3) vocational education or practical arts.
- One year of health and/or physical education.

- One-half year of "hands-on" computer education. Although almost no computer courses are required for graduation, 28 percent of Michigan students take a course, and 86 percent of the Michigan public surveyed favored requiring a course in computer science/literacy.

RECOMMENDATION 3. The State Board of Education recommends to local school boards that students who plan to go to a four-year college or university be encouraged to study the following:

- One additional year of mathematics, making a total of three years, including algebra, geometry, advanced algebra, and trigonometry;
- One additional year of science, making a total of three years, including biology, chemistry, and physics; and
- At least two years of a foreign language.

RECOMMENDATION 4. The State Board of Education recommends that local school boards develop alternative programs with a strong support service component (counselors, social workers, psychologists, and attendance personnel) to address the different levels of student achievement and personal development. The support service component should include career education and a process for developing employability skills.

RECOMMENDATION 5. The State Board of Education recommends that students be provided a complete list of course offerings necessary for entry into various occupations.

Performance Standards

Evaluations should be reliable indicators of a student's readiness for further study, not simply automatically stamped passports to higher levels. The grading process also should pinpoint the need for remedial work. At the beginning of schooling, parents should be informed of the performance standards that the school district has established for their children. These standards should be clearly defined so that there will be an understanding by parents, students, and teachers of the performance expectations. The Michigan Commission on High Schools' survey found that 77 percent of the schools reported having no minimum competency-testing program which students are required to pass to move to another grade or to graduate, and the Michigan public opinion survey showed 97 percent of the public favored requiring students to pass reading and mathematics tests in order to graduate.

RECOMMENDATION 6. The State Board of Education recommends that local school districts establish written student performance standards for use in parent reporting and as promotion and graduation criteria. Alternative support programs should be available for students who are unable to meet the standards.

Instructional Time

Common sense suggests, and major research clearly indicates, that the more time spent on an academic task, the higher the likelihood of success. State law now requires school districts to provide at least 180 days with 900 hours of classroom instruction, but many educators recall that 200 days of instruction was more common 20 years ago. According to the National Commission on Excellence, in other industrialized countries it is not unusual for academic high school students to spend 8 hours a day at school, 220 days per year. In the United States, by contrast, the typical school day is six hours and the school year is 180 days.

RECOMMENDATION 7. The State Board of Education recommends that every school district:

- Operate senior high schools with a class day comprised of a minimum of six classes of 50 minutes each. Forty-five percent of the Michigan public surveyed favored a seven-hour day.
- Operate middle schools and junior high schools a six-clock-hour instructional day.
- Provide a school year of 200 days, at least 190 days of which should be for instruction. Ten days should be scheduled for professional development and recordkeeping. No more than five days should be deducted without makeup time because of severe weather ("snow days"). This recommendation could be phased in over a four-year period. (The State Board will recommend that the Governor and Legislature adopt legislation to require these changes in the school year and to increase state funding of the increased length.)
- Revise staff salaries in relation to the increased number of days of the school year.

Proficiency in a Second Language

RECOMMENDATION 8. The State Board of Education recommends that every school district:

- Develop foreign language programs at the elementary level to enable students to acquire or maintain knowledge and skills in language(s) other than English, consistent with personal experiences, interests, and talents.
- Develop foreign language program goals and objectives based on communications, global understanding, and foreign language proficiency.

Salaries

RECOMMENDATION 9. The State Board of Education recommends that every school district increase teachers' salaries to attract the brightest and best individuals into the teaching profession. The average teacher salary in Michigan in 1983 was \$23,965, the sixth highest in the nation, just as the average family income in Michigan was third highest in the nation. In the Michigan poll, 70 percent favored employing teachers on an 11-month basis and 56 percent favored increasing teacher pay.

SECTION B. RECOMMENDATIONS TO THE GOVERNOR AND LEGISLATURE

High School Graduation Requirements

The State Board of Education shall monitor the implementation of guidelines for high school graduation requirements; and, if the guidelines are not met by 1988, shall seek authority from the Governor and Legislature to mandate high school graduation requirements.

Instructional Time

RECOMMENDATION 1. For action now, the State Board of Education recommends to the Governor and the Legislature that local school districts be required to provide a school year of 200 days of which at least 190 days must be for instruction. Ten days should be scheduled for professional development and recordkeeping. No more than five days should be deducted because of severe weather. This recommendation could be phased in over a period of up to four years. It also is recommended that state funding be increased as a condition of lengthening the school year.

Special Programs

Care must be taken to ensure that special needs and special groups are not overlooked in the desire to provide every Michigan child with a sound grounding in basic skills. Excellence is sought, but not at the price of excluding either those who need help the most or those who have special talents.

RECOMMENDATION 2. The State Board of Education recommends that the Governor and Legislature appropriate funds for special programs for:

- Model gifted and talented programs based on State Board of Education-approved program plans. In the 1982 Michigan Education Poll, 42 percent of those surveyed felt not enough emphasis was being given toward programs for gifted and talented students.
- Preschool-age children having special needs (disadvantaged, bilingual, gifted). For some children, kindergarten is already too late to begin giving help. Various studies in Michigan and elsewhere indicate that preschool programs can improve children's achievements and reduce the need for their later assignment in special, more costly programs. (State law already requires intensive preschool services for handicapped children who need them.)
- The development of instructional programs in elementary schools which would be based on goals of communication, global understanding, and foreign-language proficiency. Children can begin learning a new language and respect for various cultures most easily at elementary ages.
- New technological equipment such as computers, and updating existing equipment in general and vocational programs.

Assessment of Performance

School districts will need technical help in developing the recommended performance standards for students. Similar assistance already is being given schools through the existing statewide Michigan Educational Assessment Program, which tests 4th-, 7th-, and 10th-grade pupils annually on reading and mathematics.

RECOMMENDATION 3. The State Board of Education recommends that the Governor and Legislature increase funds to the Educational Assessment Program to:

- Establish a state-level Assessment Service Center which would assist local school districts in the development and implementation of competency tests; and,
- Explore increasing the scope of the statewide assessment testing beyond reading and mathematics to a periodic, every-pupil assessment in other subjects, such as science and writing, to be determined by the State Board of Education.

Professional Development

It is foolhardy to expect students to achieve their best if their teachers are not themselves among the best and brightest. Yet, national and Michigan studies show the most promising young people seldom plan to enter teaching. Among those who do teach, many say that if they had to do it over, they would not choose teaching as a profession. Others are now required to teach in subjects or levels for which they have little specific training. More must be done to encourage the most able young people to consider teaching and to help those already in the field.

RECOMMENDATION 4. The State Board of Education recommends that the Governor and Legislature provide professional development funds to:

- Update and retrain teachers and administrators in science, mathematics, communication and computer skills, new technologies, and in the skills to assess the needs of adults in vocational education programs.
- Establish teacher training centers.
- Amend the School Code of 1976 to allow school districts to grant sabbatical leaves to teachers after five years of service rather than the seven years required under the present statutes. With the rapid increase in knowledge, many teachers now may need to consider taking time off after shorter periods of teaching to spend full time upgrading their skills and knowledge.

Structure

Large local school districts and intermediate school districts should serve as "regional learning centers" offering or coordinating advanced high school courses which other local districts do not provide on their own.

Some local and intermediate districts have neither the population nor funds to offer such programs. There also are still some primary districts which are too small to offer a high school program of any kind, much less a diversified one which serves the needs of all students.

RECOMMENDATION 5. The State Board of Education recommends that the Governor and Legislature enact legislation on the education structure to:

- Reorganize intermediate school districts, defining their future roles, and providing for stable and adequate funding.
- Provide incentives to local school districts that reorganize.
- Provide funds to construct or renovate, on a pilot basis, existing unused buildings for joint area vocational educational/academic facilities in areas of the state now devoid of comprehensive vocational education or comprehensive academic offerings.

Section C.

RECOMMENDATIONS TO INSTITUTIONS OF HIGHER EDUCATION

Michigan's 29 community colleges and 13 four-year state colleges and universities have vital roles in educational reform, both in directly educating students and in training the teachers who will carry out today's and tomorrow's education programs. The State Board of Education may make recommendations on college admission standards, but final authority rests with the governing board of each institution.

RECOMMENDATION 1. The State Board of Education recommends that colleges and universities:

- Require two years of foreign language instruction or demonstrated proficiency for admission or graduation. (Students should be allowed to meet this requirement at either the high school or college level, in line with the recommendations elsewhere to local school boards.)
- Develop alternative programs with a strong service component (counselors, social workers, psychologists, and attendance personnel) to help students at different levels of achievement and personal development. It does little good to encourage minority students and others who may have special needs to seek a college education if they are not offered the help needed to stay in classes.
- Implement policies to ensure equal access to all services and programs without discrimination on the basis of race, color, religion, national origin or ancestry, gender, marital status, or handicap.

RECOMMENDATION 2. The State Board of Education is directing the State Superintendent to work with colleges, universities and others to develop a plan of action to implement the recommendations of the Joint Task Force on Minorities, Females, and Handicappers in Michigan's Colleges and Universities.

RECOMMENDATION 3. The State Board of Education is directing the State Superintendent to develop a plan to improve coordination between and among educational programs at all levels.

III. State Board of Education Actions and Directions

The State Board of Education can take many steps through its policies and actions by directing the State Superintendent and the Department of Education staff to initiate changes and to support the recommendations to local school boards, the Governor and Legislature, and the colleges and universities.

High School Graduation Requirements

The State Board of Education shall strengthen high school graduation requirements by:

- Providing assistance to local school districts on the implementation of guidelines for high school graduation requirements.
- Gathering data from local school districts on the implementation of guidelines for high school graduation requirements and on enrollment in courses.
- Monitoring the implementation of high school graduation requirements to assure that there is flexibility within the framework of equity to allow all students to meet their maximum learning potential.
- Monitoring the implementation of guidelines for high school graduation requirements and enrollments; and, if the requirement is not met by 1988, seek authority from the Governor and the Legislature to mandate high school graduation requirements.

Textbook and Instructional Materials

The State Board of Education shall improve the quality of textbooks by:

- Establishing a textbook and instructional material center for training and evaluation.
- Expanding the textbook study process for periodic review of textbooks and instructional materials from a variety of subject areas. Practicing teachers and other experts should be used in the study process.
- Assisting local staffs in assessing instructional materials, including computer software, through regional training.
- Establishing a set of standards for science and laboratory equipment in elementary and secondary schools.
- Establishing standards for disposable toxic waste in elementary and secondary schools.
- Creating a clearinghouse for textbooks.
- Disseminating the findings of the reviews to textbook publishers for use in preparing future revisions of the textbooks.
- Facilitating communication between educators and textbook publishers during revision and prior to the publication of new textbooks.

Job Training

The State Board of Education shall foster job training by:

- Encouraging a partnership between schools, business, industry, and labor to develop programs to improve student skills and attitudes for career jobs and to locate resources to help stimulate such efforts.

Special Populations

The State Board of Education, recognizing special populations, shall:

- Create summer institutes to meet the needs of low achieving students with special emphasis on language and mathematics skills.
- Develop plans to eliminate illiteracy and underachievement for the youth and adults of Michigan geared to specific populations with high incidence of illiteracy.
- Adopt a policy to encourage local educational agencies to modify their curriculum and related policies to provide vocational education at earlier grades.
- Develop a total plan for the provision of area skills centers and programs in the entire state so that all students will have access to such facilities and programs.

Class Size

The State Board of Education shall:

- Direct the State Superintendent to make recommendations strengthening the State School Aid Act regarding pupil-teacher ratios.
- Direct the Superintendent to collect data to analyze pupil-teaching teacher ratios where classroom aides are available.

Teacher Preparation and Certification

The State Board of Education shall:

- Review recommendations from the Certification Code Study Commission regarding certification of teachers of the early adolescent in middle schools and certification of school administrators.
- Develop standards of quality for approval and periodic review of teacher education programs.
- Review the use of the continuing education units as partial fulfillment of requirements toward continuing certification.
- Encourage the upgrading of skills of currently-assigned middle school teachers in the subjects to which they are assigned and in the education of the early adolescent. Credit for these activities should be granted toward continuing certification.
- Direct the Certification Code Study Commission to recommend certification standards to the State Board of Education which require middle and high school teachers to be certified in a content area and to recommend standards for the certification of middle school teachers.
- Direct the Certification Code Study Commission to include certification of vocational education teachers in their study and recommendations.
- Direct the Certification Code Study Commission to address developmental parenting education as a requirement for all teachers.
- Support federal legislation to provide financial incentives for prospective teachers and direct the State Superintendent to work with the Michigan congressional delegation toward such legislation.
- Conduct a "comparable worth" study of all school employee classifications to help determine if school employees are being paid equitably for comparable work done in other professions and fields.

Professional Development

The State Board of Education shall:

- Establish an educational leadership academy which will grant continuing education units for future use in certification for both potential and practicing administrators.
- Revise current administrative rules to grant continuing education units toward certification through Board-approved professional development programs for both teachers and administrators.
- Encourage the upgrading of skills through professional development of currently-assigned middle school teachers in the content areas in which they are not prepared and in the education of the early adolescent.
- Establish a grant program to include competitive grants to enable teachers to design and carry out special professional projects.

Performance Standards

The State Board of Education shall:

- Formally recognize students and schools that demonstrate high achievement of state-assessed performance objectives or State Board-adopted performance standards.
- Adopt the policy that every local school district have written performance standards for use in reporting to parents, and as promotion and graduation criteria. Alternative support programs shall be available for students who are unable to meet the standards.

Computer Technology

The State Board of Education, based on the recommendations of the Technology Referent Group, shall:

- Acquire existing school district and/or intermediate/Regional Educational Media Centers (REMC) plans in order to develop and provide planning models for school district and intermediate/REMC use.
- Develop a statewide human resource bank composed of Department of Education, intermediate/REMC, university and local personnel to serve as resources to local districts, intermediate and REMC districts.
- Serve as a resource center for the use of Michigan educators to review and preview instructional software.
- Define minimum competencies for those students who choose employment in the field of technology for computer awareness, and for high school completion.
- Set standards for the certification of teachers of computer literacy and computer science, as well as standards for certification of all teachers in the use of computers.
- Provide access to training for teachers in classroom application of computer technology, as well as access to training for administrators in educational management applications.
- Evaluate the levels of computer literacy within the state.
- Recommend to the Governor and Legislature a proposal for funding computer software, training, and equipment.

Preprimary Education

The State Board of Education shall:

- Establish a parent-leadership program within the Michigan Department of Education.

- Establish standards, including screening procedures, for preprimary and parent-ing education to include curriculum guidelines.

Structure

The State Board of Education shall:

- Develop models for intermediate, and consortia of local school districts and/or intermediate school districts to operate cooperative academic programs.
- Direct the Superintendent to develop an intermediate school district reorganization plan including the mission and role of intermediate school districts.
- Develop a plan to maximize the educational opportunities for all students during the entire year. Every effort should be made to use existing school district facilities, which often are vacant during much of the year.
- Encourage local districts, individually or through cooperating groups of districts, and other educational agencies to include instruction of languages not commonly taught in the schools, but native to the countries with which the United States deals economically.
- Define and recommend to local school districts an equal, quality education program which each school district should make available to its students.
- Develop a plan for alternatives, either in the form of a consortium or intermediate school district magnet program, if equal, quality education programs cannot be supported by the local school district.

Model Policies

The State Board of Education shall develop model policies for recommendation to local school districts, as a part of the School Improvement Plan, including:

- Student absences.
- Homework.
- Dropout prevention.
- Textbook and material review.
- Discipline.

Accreditation

The State Board of Education shall develop a system, implementation plan, and timeline for accreditation of elementary and secondary schools.

Instructional Time

The State Board of Education shall enforce the 180 day, 900 hour provisions.

IV. Summary

In total, the State Board of Education proposes to *Improve Learning* through such steps as strengthening graduation requirements, strengthening preparation for going on to college, establishing written student performance standards, and lengthening the school day and school year.

To *Create a Better Learning Environment*, the State Board proposes having a comprehensive school-planning process to address issues of homework, discipline, attendance, and dropouts; and funding special programs for gifted and talented, and preschool.

To *Strengthen the Profession*, the State Board proposes increased emphasis on professional development, certification, and salaries.

To improve the efficiency and effectiveness of *Delivering Educational Services*, the State Board proposes educational structures where school districts join together to provide unique programs.

Time is important in beginning to make these changes. The turn of the century seems distant, but children born in 1984 could be graduating from high school in the year 2000. The time is now, then, to adopt programs and improvements which will prepare Michigan's young people and adults for both today's challenges and those of the new century. This is the aim. If the plan's goals are reached, Michigan citizens of the year 2000 can look back on 1984 not as the mind-deadening time portrayed in the novel *1984*, but as a time when Michigan took an important step forward to nurture the education of all its citizens.

V. Activities in Progress Within the Michigan Department of Education Regarding National Reports

The following activities, within the Department, are related to curriculum:

ACTIVITY 1. Development of the School Improvement Plan of Action including Michigan Department of Education procedures and suggestions to local education agencies regarding long-range planning and professional development.

A committee is working on an overall Plan of Action for School Improvement in three areas: planning, professional development, and delivery of services. It will recommend policy to the State Board of Education in March, 1984.

ACTIVITY 2. Completion of the Michigan K-12 Program Standards of Quality field test by May, 1984, with recommendations for Board approval in June, 1984.

The Department's "K-12 Program Standards Project" is in its third year of operation. This is the year to field test the use of the proposed standards. The field test involves approximately 70 local school districts and over 200 local schools using the program standards to: 1) self-assess local school programs and operations, and 2) implement a process for school improvement for the purpose of improving student learning. The field test will be completed by the end of May, 1984. The Program Standards document will be revised as necessary based on the field test reports by the State Superintendent's committee, and submitted to the State Board for approval in July, 1984.

ACTIVITY 3. Implementation of Michigan's Adult Education Standards of Quality.

Since the Adult Education Standards were approved by the State Board of Education, they have been implemented at various levels in 135 districts—about one-half of the districts having adult education programs. Department staff has presented workshops at regional community educational associations to assist staff to implement the standards.

In the spring of 1984, districts will submit forms evaluating the status of their plans to implement the standards. Department staff will select two or three districts that have been successful and will ask that those districts assist others with the process.

ACTIVITY 4. The Foreign Language Education Position Paper of the State Board recommends that all four year colleges and universities in Michigan require two years of a foreign language for graduation.

Staff is widely disseminating the Foreign Language Position Paper. Five hundred copies of the Position Statement were disseminated at the State Conference on Foreign Languages in November, 1983.

ACTIVITY 5. Revision and distribution of subject area surveys in mathematics, science, and foreign language.

Revision of subject matter surveys will be done in two steps. A brief survey will be sent to all school districts to gather general information about the science, mathematics, and foreign language programs. This will be completed by or before June, 1984. In addition, specific information about science and mathematics programs will be collected from a random stratified sample of schools if a grant is received from the Council of State School Officers. This is targeted to be completed by June, 1984.

ACTIVITY 6. Completion of instructional support material to relate Essential Skills expectations to Life Role Competencies expectations.

This effort is in various stages of progress depending upon the subject area. Some of the content areas can provide a complete matrix of the relationship between curriculum materials, life role competencies, and performance objectives. The curriculum specialists are in the process of updating all content area materials and will be completed by June, 1985.

ACTIVITY 7. Promotion of Michigan Life Role Competencies as the student outcomes of high school education in Michigan.

The Michigan Life Role Competencies have been integrated with the performance objectives in health. In social studies, that process will be completed in June, 1984. Other essential skill areas will implement that process as the objectives are revised.

ACTIVITY 8. Development of performance objectives for computer literacy education.

Materials for the development of computer literacy objectives are being collected.

ACTIVITY 9. Continuation of the revision and development of support materials for the essential skill areas, based upon results of the Michigan Educational Assessment Program, and revised objectives.

These materials are in various stages, depending upon the subject area and the testing period.

ACTIVITY 10. Completion of the revision of the foreign language performance objectives.

This project will be initiated when the new position for a foreign language specialist has been filled.

ACTIVITY 11. Development of middle school certification.

The Certification Code Study Commission convened on December 15, 1983, and again on January 12-13, 1984, to prepare an interim report on the teaching of early adolescent (middle/junior high school) students. The report will include recommendations to the State Board of Education.

ACTIVITY 12. Continuation of the "Teacher of the Year" award.

Again this year, a teacher will be selected as "Michigan Teacher of the Year." That person will then be nominated to represent the country in the same capacity.

ACTIVITY 13. Implementation of high-achieving Michigan Educational Assessment Program for schools.

The Department of Education will continue to recognize "outstanding" and "improving" schools, based on Michigan Educational Assessment Program scores.

ACTIVITY 14. Continuation of Excellence in Secondary Schools Program.

For the second year, the Department of Education has participated in the federal program, Excellence in Secondary Schools. As many as nine high schools and nine middle/junior high schools will be identified for recognition. An award ceremony will take place in Michigan in March, 1984. The names of those schools will be submitted to the U.S. Department of Education to compete nationwide.

VI. Previous Actions by The State Board of Education Regarding School Improvement

Curriculum and Performance Standards

The State Board of Education has approved minimal performance objectives in the Essential Skill Areas of art, career development, communications (reading, writing, listening and speaking), health, mathematics, music, physical education, science, social studies, and foreign language. The objectives serve as a basis for curriculum development and assessment testing.

The State Board of Education approved a document entitled "The Michigan Life Role Competencies for High School Education" in 1978.

The State Board has approved curricular guidelines in the following areas: consumer economics, multicultural education, global education, environmental education, sex education, and drug education.

The State Board of Education approved the survey by the High School Commission. A survey for mathematics, science, gifted and talented, and foreign language has been developed, but not distributed.

The State Board of Education approved the development and dissemination of support materials to assist local school districts in the improvement of curricular areas as defined in the Essential Skill Areas.

Assessment of Student Performance

The Michigan Educational Assessment Program tests 4th, 7th, and 10th grade students annually in the areas of reading and mathematics. Other areas, such as art, career development, health, music, education, science, and social studies are sample-tested on a periodic basis.

The State Board has approved essential skills and life role competencies which could be used as criteria for promotion and graduation.

High School Graduation Requirements

The State Board of Education has not previously recommended high school graduation requirements, although there is a suggested list in the Quality Standards document which has not been finally approved by the State Board.

Proficiency in a Second Language

The State Board of Education approved performance objectives for foreign language instruction in 1974.

The State Board of Education adopted a Position Paper and Policy Statement on Foreign Language Education in June of 1983.

Middle School Issues

The State Board approved the document entitled "Position Paper Concerning the Education of the Early Adolescent" in 1979 exclusive of Chapter VIII ("Recommended Revisions in 1973 Administrative Rules Governing the Certification of Michigan Teachers"). The Board approved the concept of the certification of middle school

teachers. As a result of this Board action, Chapter VIII was then sent for review to the Teacher Preparation and Certification Services Advisory Council.

The position paper, exclusive of Chapter VIII, but including a new Chapter VIII that reported on the results and recommendations of the seminar on the middle school, was distributed to all school districts.

Basic Skills

The State Board of Education approved a position paper on writing in 1980.

The State Board of Education approved the essential skills document in the areas of communication skills and mathematics.

The State Board of Education adopted, in 1980, a four-year Comprehensive State Plan for Kindergarten-Adult Basic Skills Improvement, which addresses special populations.

Textbooks and Instructional Materials

State law requires a biennial textbook study, but no funds have been appropriated for several years for this purpose. As a result, only social studies textbooks are examined.

The state law directs that all instructional materials shall be reviewed, including social studies.

There is an existing law which states that local officials are responsible for selecting educationally sound instructional materials which accurately and positively reflect our pluralistic society.

Programs for Special Populations

The following state legislation regarding compensatory education, bilingual education, gifted and talented education, and special education has been enacted:

- **Compensatory Education:** Article 3 of the State School Aid Act provides funding for supplementary services to educationally disadvantaged pupils in districts with concentrations of such pupils as determined by the Michigan Educational Assessment Program. The funding is used primarily for additional instructional staff who furnish supplementary instruction in reading and mathematics in grades Kindergarten-9. Section 48 of the State School Aid Act provides funding to assist school districts in meeting the costs of alternative instructional and support services for pupils with academic and social rehabilitative needs. These alternative programs are focused on pupils at the high school level.
- **Bilingual Education:** The School Code of 1976 requires that school districts which enroll 20 or more children of limited English-speaking ability in a language operate a bilingual instruction program for those children to provide sufficient level of English language proficiency to enable them to achieve success in the regular English-speaking classroom. Funds are provided under the State School Aid Act to support these programs. Bilingual programs are designed to ensure that no child's success in public schools is unduly inhibited because he or she is a child of limited English-speaking ability.
- **Gifted and Talented Education:** Section 47 of the State School Aid Act provides funding to support two program efforts for gifted and talented students. Part one allocates funds for 75% salary reimbursement for a consultant and up to \$3,000 for program costs available to intermediate school districts. Part two provides money to support the State Board of Education's Summer Institutes for the Arts and Sciences. A two week residential program is held on a university campus for tenth and eleventh grade students.

- **Special Education:** Article 3 of the School Code of 1976 sets forth mandatory requirements for educational programs and services to handicapped persons, birth to 26 years of age. Substantial rules and regulations have been promulgated by the State Board of Education.

Vocational Education

The State Board of Education approved Minimum Vocational Performance Objectives in 1974.

The State Board of Education approved a document entitled "A Tentative Plan for the Development of Area Education Centers in Michigan" in 1970.

The State Board of Education annually approves a document entitled "The Annual and Long-Range State Plan for Vocational Education in Michigan."

The State Board of Education approves official designation of each area vocational center before it can be legally recognized as a center.

The State Board of Education approved curriculum guidelines for Consumer Education in 1976.

The State Board of Education approved Office for Civil Rights guidelines.

The State Board of Education approved certification rules.

Preprimary Education

In 1976, the State Board of Education adopted a publication entitled "Directions in Early Childhood Education, Part I."

In 1979, the State Board of Education adopted a publication entitled "Developmental Foundations for Preprimary Education in Michigan."

In 1983, the State Board of Education directed the Superintendent of Public Instruction to study the entire issue of preschool, developmental kindergartens and kindergarten programs in the state.

College Entrance Requirements

The State Board of Education adopted a Policy Statement on Equal Opportunity in Higher Education in July of 1967. The policy of the Board stated that admission policies of the higher education institutions must be so administered that the culturally deprived, the educationally handicapped, or the economically disadvantaged are not excluded from the opportunity to receive the education for which they have the aptitude and the latent ability. The policy also addressed the issue of teacher education and support staff at the higher education institutions.

The State Board of Education adopted a State Plan for Higher Education in June of 1969. The State Board has gone on record in favor of equality of access for all students to postsecondary education and in support of community colleges maintaining an "open door" policy for the admission of students.

The State Board of Education, in its position paper on foreign language education, recommended that schools, colleges and universities reinstate foreign language requirements for all graduates.

The Joint Task Force on Minorities, Females, and Handicappers in Michigan Colleges and Universities recommended:

- That secondary school counselors and teachers increase the number of minorities and handicappers enrolled in college preparatory curricula taking courses in mathematics, languages, natural science, and social science.
- That secondary school teachers and administrators, working in close collaboration with faculty from nearby colleges and universities, define those intellectual competencies that are crucial to effective performance in college and develop tests to measure such competencies.

Discipline

The State Board has approved the following documents for dissemination in Michigan schools:

- **A Recommended Guide to Students' Rights and Responsibilities in Michigan Schools**, First Edition, 1978; Second Edition, 1983; and
- **The Governor's Task Force on School Violence and Vandalism: Report and Recommendations**.

Instructional Time

The State Board of Education has taken a position on instructional time through the child accounting rules in the Michigan Administrative Code.

The School Code of 1976 requires a minimum number of hours and days of teacher-pupil contact in accordance with child accounting rules under Michigan Administrative Code.

These requirements vary from 144 days and 360 hours for preprimary students to 230 days and 1150 hours for severely impaired students, with the regular school requirements being 180 days and 900 hours.

Class Size

The State Board of Education, in 1970, adopted the Superintendent's recommendation to view reduction in class size as one means for improving the basic skills learning of educationally disadvantaged children at the primary and even the pre-school level.

Leadership and Management

The State Board of Education has established a process for recognizing exemplary high schools and outstanding teachers.

Implementation Plan

The Superintendent of Public Instruction has recommended that local school districts establish school excellence committees.

The State Board of Education has authorized staff to field test the document entitled "K-12 Standards of Quality."

The State Board of Education has approved "Standards of Quality" for adult education programs.

Teachers' Salaries

The State Board of Education was an early supporter of legislation which extended to teachers, and other public employees, a voice in determining their working conditions through the collective bargaining process. Continued support for the collective bargaining process is expressed in the Board's 1967 policy statement.

The State Board of Education has participated in the National Teacher of the Year Program for four years and soon will be considering expanding the program so that more Michigan teachers may be recognized for meritorious performance.

Career Ladders for Teachers/Master Teachers

The State Board of Education approved, in March, 1983, the concepts contained in the paper entitled "A State System for Educational Personnel Development; A Continuum Model." The concept of master teachers, or career ladders for teachers, was not an explicit part of the Continuum Model; however, a career ladder/master teacher system, arrived at through the collective bargaining process, would be in harmony with the rationale which supports the Continuum Model.

Teacher Preparation and Certification

The Michigan State Board of Education adopted, in March of 1983, the concepts in the document entitled "A Proposed System for Education Personnel Development; A Continuum Model," which provides for major reform of teacher preparation and certification.

On August 10, 1983, the State Board of Education referred the Continuum Model to the Certification Code Study Commission.

Professional Development

In 1977, the State Board of Education approved a plan for Professional Staff Development in Michigan. That plan contained two major parts:

- An entitlement program to provide funds for local and intermediate school districts, under the aegis of a policy board with a majority of teachers, to assess staff development needs, develop programs, identify resources, and evaluate the activities. This has been funded since 1980 at an average of \$2 million per year.
- A grant of \$100,000 each to up to 25 Regional Teacher Centers to serve as resource links between the Department of Education and local professional development programs. This program was not funded.

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STATE OF MICHIGAN
DEPARTMENT OF EDUCATION

Lansing, Michigan 48909

February 25, 1986

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TO: State Board of Education

FROM: Phillip E. Runkel

SUBJECT: Approval of the Second Annual Status Report on "Better Education for Michigan Citizens: A Blueprint for Action"

The first annual report on the status of implementation of the State Board of Education's "Better Education for Michigan Citizens: A Blueprint for Action" was accepted by the State Board of Education on February 5, 1985. Since that time, one interim report was presented to the State Board on August 20, 1985.

The attached document is the second annual status report which includes a summary of recommendations, a summary of the status of past and present implementation efforts by local districts, postsecondary institutions, and the Governor and the Legislature, as well as Department of Education actions.

This report represents input from the Bureau of Educational Services, the Bureau of Finance, Legislation and Personnel, the Bureau of Planning and School Management, the Bureau of Postsecondary Education, the Office of Grants Coordination and Procurement, the Office of School and Community Affairs, and the Office of Technical Assistance and Evaluation.

The State Board of Education reviewed the document at its Committee of the Whole meeting of February 19, 1986.

It is recommended that the State Board of Education:

1. approve the Second Annual Status Report on "Better Education for Michigan Citizens: A Blueprint for Action" as attached to The Superintendent's memorandum dated February 25, 1986; and
2. direct the Superintendent to disseminate a summary of the Second Annual Status Report to the media, the Governor and Legislature, local and intermediate school districts, postsecondary institutions and other appropriate individuals and agencies.

INTRODUCTION

The State Board of Education approved its report, "Better Education for Michigan Citizens: A Blueprint for Action," on January 11, 1984. The First Annual Report on the status of the "Blueprint for Action" was accepted by the Board on February 3, 1985. This is the State Board of Education's Second Annual Report on the implementation of the Blueprint for Action. These recommendations also included the interim progress report received by the Board on August 20, 1985.

This report identifies the past progress relating to each recommendation and presents the current status. The recommendations follow the same format used in the original Blueprint for Action document. There are three areas of recommendations: to School Districts, the Governor and Legislature, and to Institutions of Higher Education. These are followed by Actions and Directions needed to be taken by the Board itself.

The data relating to graduation credits, enrollments, planning and policies included in this report are based on information only from those school districts that completed the data collection forms prior to January 31, 1986.

In reviewing the status of a particular recommendation in this plan it is important to keep in perspective that some of the recommendations are completed, some recommendations are ongoing and others will be modified as implementation of the Blueprint evolves. The intent of the Blueprint was to provide a framework to guide educational change throughout Michigan. The plan continues to be used by the Governor and Legislature, the State Board, local districts, post secondary institutions and other agencies to serve Michigan's educational needs.

RECOMMENDATIONS TO LOCAL AND INTERMEDIATE SCHOOL DISTRICTS

PLANNING FOR SCHOOL IMPROVEMENTS

RECOMMENDATION:

The State Board of Education recommends that every local school board develop a long-range (3-5 years) School Improvement Plan using, as a base, the Standards of Quality document...

Past Progress:

In January 1985 it was reported that almost every local school district had implemented a policy relating to student absences (97%) as well as a policy relating to discipline (98%). In addition, the Superintendent of Public Instruction had drafted standards for preprimary education, model policies on homework and absenteeism and a policy on school discipline.

Current Status:

Information relating to planning for school improvement and the availability of written policies show:

- Approximately three-fourths of the districts have used the State Board's document "K-12 Program Standards of Quality" during the past two years. Forty-one districts who used the Standards of Quality document last year no longer use the document, while 31 districts that did not use it last year are using the document this year.
- Approximately two-thirds of the districts had a committee established to develop a long-range school improvement plan in each of the past two years.
- Almost one-half of the districts have adopted long-range school improvement plans. This is a slight improvement over last year when about one-third of the districts reported such adoptions.
- Virtually all districts have written policies about student absences and discipline.
- Most districts (approximately 80%) have a written policy about textbook and material review.

Over 300 educators participated in State Board of Education workshops on the use and implementation of the K-12 Standards of Quality. These Standards of Quality are used as a bases for the development of long-range (3 to 5 year) school improvement plans.

A proposed revision of K-12 Standards of Quality Document will be completed by October, 1986.

In addition the Superintendent has appointed an Ad Hoc Advisory Committee to develop preprimary standards of quality to be completed by June, 1986.

The Superintendent has had a State Level School Improvement Symposium with leading state practitioners, legislators and researchers, representatives from professional organizations and institutions of higher learning. The purpose of the symposium was to provide statewide input for the development of a plan through which the Michigan Department of Education will initiate and facilitate school improvement efforts throughout the State of Michigan. The plan is to be completed by July, 1986.

Also, the Career Education Advisory Commission and other service units within the Department are working actively to create greater awareness of the role of the Educational Development Plan in ensuring the attainment of basic student academic and career competencies toward individualized planning.

HIGH SCHOOL GRADUATION REQUIREMENTS

RECOMMENDATION:

The State Board of Education recommends to local boards of education that they require all students to complete communication skills (4 years), social studies (3 years), science (2 years), math (2 years), language, arts, vocational combination (2 years), physical education (1 year) and computer education (1/2 year).

Past Progress:

It was reported that most local districts in Michigan had taken actions designed to make available to all students the high school course requirements recommended by the State Board of Education. To accomplish the revised high school course requirements, many districts have established local curriculum review committees, and have used cooperative programming and other unique arrangements to make the courses available.

Current Status:

Recent data from districts indicates that there has been little change between last year and this year, generally:

- Graduation requirements have not changed significantly for any subject area.
- Graduation requirements for electives have increased slightly.
- The total graduation requirements have not changed significantly.

Overall,

- About as many districts reported increased requirements in English and Social Studies as reported decreased requirements in English and Social Studies.
- However, moderately more districts decreased requirements in the areas of mathematics, science, vocational education and practical arts than those who increased.

In 1984-85 specific language, as well as a \$28 per student incentive, was added to section 21 of the state aid formula towards the above recommendation. In 1985-86 this state aid language was refined and the incentive was continued.

In addition, a survey on the status of foreign language in schools was conducted in cooperation with Michigan State University's foreign language department. The survey results which were shared with local districts showed that significant improvements were being made to expand foreign language programs in early elementary and middle schools.

By August, 1985 about two thirds of the school districts in Michigan had already completed the high school requirements and received commendation letters.

The Department continues six Discretionary Grants relating to teacher training and computer literacy. Funding has continued in 1986, to support five regional training software centers and one project to produce training packages regarding the use of computers.

The federal funded discretionary grants program of the Education for Economic Security Act of 1984 provides new funding for projects in the areas of mathematics, science, computer learning, and foreign languages. Projects funded under this program will provide assistance for the development and dissemination of model programs which fulfill two years of mathematics or science requirements in a high school curriculum.

RECOMMENDATION:

The State Board of Education recommends to local school boards that students who plan to go to a four-year college or university be encouraged to study the following: math (1 additional year), science (1 additional year) and foreign language (2 years).

Past Progress:

In 1984-85, four planning projects and seven implementation projects were funded to enhance the planning and development of cooperative academic programs.

Current Status:

The projects funded by the State Board of Education continues to provide increased access to advanced academic instruction in the areas of mathematics, science, foreign language, and other content areas in which some local districts cannot provide advanced level work. Planning, experimentation, and implementation with alternative delivery systems, such as two-day inter-active television, are also an integral part of these projects.

RECOMMENDATION:

The State Board of Education recommends that local school boards develop alternative programs with a strong support service component...

Past Progress:

In January, 1985 it was reported that the Board had approved Standards of Quality, including guidelines for local districts to develop programs with human service components.

Current Status:

The Career Education Advisory Commission as well as other departmental units and advisory committees continue to work with such groups as the Michigan Job Training Coordinating Council, the Michigan Department of Labor, and the Michigan Occupational Information System (MOIS) in creating an awareness of the role of the Employability Development Plan (EDP) in ensuring the attainment of different levels of student achievement and personal development.

RECOMMENDATION:

The State Board of Education recommends that students be provided a complete list of course offerings necessary for entry into various careers.

Past Progress:

The Board notified local districts of Michigan Occupational Information System (MOIS) and its usefulness in identifying course requirements in vocational areas.

Current Status:

The Michigan Occupational Information System (MOIS) which provides vocational education course lists are now available in 676 junior and senior high schools across the State of Michigan. Other sites where the system is available include community colleges, public libraries, Special Education Centers, Employment Services offices, and four-year institutions.

PERFORMANCE STANDARDS

RECOMMENDATION:

The State Board of Education recommends that local school districts establish written student performance standards for use in parent reporting and as promotion and graduation criteria...

Past Progress:

In January, 1985 it was reported that many districts had already developed student performance standards and that staff had assisted districts in curriculum review and development of standards for use in parent reporting.

Current Status:

Staff continues to respond to local districts, assisting them in curriculum review and the development of standards.

INSTRUCTIONAL TIMERECOMMENDATION:

The State Board of Education recommends that every school district operate: 6 classes of 50 minutes (High School), 6 hour instructional days (middle/junior high school) for 200 days (190 being instructional) and revise staff salaries in relation to the above.

Past Progress:

All school districts were notified of this recommendation. Additionally, the Governor's Commission on the Future of Higher Education supported the State Board of Education's recommendation.

In January, 1985 it was reported that most districts were becoming financially able to restore six class hours a day at the secondary level.

e 99% of the school districts were offering 300 or more minutes per day of instruction.

Current Status:

With funds under Section 98 of the State School Aid Act two districts were awarded grants to explore the concept of extending instructional school days beyond the current 180 and use them for staff development, specifically for improvement of instruction.

In addition, Section 21 of the State School Aid Act includes incentives which encourage districts to comply with this State Board recommendation.

PROFICIENCY IN A SECOND LANGUAGERECOMMENDATION:

The State Board of Education recommends that every school district develop foreign language programs at the elementary level and develop program goals in specific proficiencies.

Past Progress:

In January, 1985 there was little data relating to K-12 programs available to students, however, based on requests for assistance, more districts were seeking improvements to their existing programs. Districts were informed of this recommendation in May, 1984.

Current Status:

The State Board of Education received a report from Michigan State University regarding foreign language programs in local school districts. An executive summary of the report was mailed to all Superintendents which include recommendations for improving foreign language programs in Michigan.

SALARIES**RECOMMENDATION:**

The State Board of Education recommends that every school district increase teacher salaries to attract the brightest and best individuals into the teaching profession...

Past Progress:

In January, 1985 it was reported that no action had been taken on this recommendation.

Current Status:

In October, 1986 the Superintendent appointed a committee to study the future of teaching of which salaries will be studied. Recommendations are due to the State Board of Education in Spring of 1986.

RECOMMENDATIONS TO THE GOVERNOR AND LEGISLATURE

INSTRUCTIONAL TIME

RECOMMENDATION:

The State Board of Education recommends to the Governor and the Legislature that funding be increased to lengthen the school year to 200 days, of which 190 must be used for instruction.

Past Progress:

In January, 1985 it was reported that the Legislature had supported a six hour school day through incentive grants to districts.

Current Status:

The State Board of Education continues to explore ways to improve the use of school time for instruction. For example, section 101 of the State School Aid Act no longer allow districts to drop below 180 days of instruction due to storms or health conditions.

SPECIAL PROGRAMS

RECOMMENDATION:

The State Board of Education recommends that the Governor and Legislature appropriate funds for special programs for gifted and talented, preschool, foreign language and technological equipment.

Past Progress:

Under section 47, funds were appropriated to expand Summer Institutes for the Gifted and Talented. Several State Discretionary Grants were awarded in the areas of: cable television, computer literacy, and microwave instructional television.

Other increases include \$3 million in Compensatory Education, \$3.2 million in Gifted and Talented Programs, \$3 million in Vocational Education for reimbursement to districts and secondary vocational education programs on an added cost basis, and \$10 million in the area of transportation.

Current Status:

Discretionary Grant Program awards were made to three intermediate school districts to plan cooperative academic programming efforts utilizing technologies such as microwave and instructional television fixed signals (ITFS). For 1985-86 the Legislature has appropriated \$350,000 for implementing a model two-way interactive, interconnected video system. Cable television and computer literacy programs will be continued in 1985-86 with up to four new cable television local utilization programs being added.

In the area of preschool education, \$1 million is being allocated to the Department to provide grant monies to LEAs to develop model preschool programs. In addition, \$100,000 has been allocated to support staff in the preprimary unit of the Department of Education to provide additional leadership in this area.

ASSESSMENT OF PERFORMANCE

RECOMMENDATION:

The State Board of Education recommends that the Governor and Legislature increase funds to the Educational Assessment Program (NEAP) to establish an Assessment Service Center and expand the scope of assessment beyond reading and math.

Past Progress:

Staff reviewed the concept of an Assessment Service Center in the Fall NEAP Conferences. A plan and timeline were prepared to include additional subject areas into the 1985 testing program. In addition, funds were made available to study testing of science and social studies both at the basic and advanced skill levels. A pilot assessment of health was done in grades 4, 7 and 10 in 1985. Science assessments at the same grade levels will include all students in 1986.

Current Status:

A contract was awarded to Ingham Intermediate School District to begin planning the Assessment Resources Network (the new name for the Assessment Service Center). The first step will be a comprehensive survey of local district testing programs, testing needs and testing resources others could draw on. Once key needs are identified, the plan is to develop a cooperative approach to meet the local district need, utilizing the identified resources.

A plan to expand NEAP by including periodic, every-pupil assessment of other subject areas in Health Education, Science, Career Development and Social Studies was presented to the State Board of Education. Voluntary Health Education testing was approved for 1985-86; and Science every-pupil testing was approved for 1986-87. A study group has examined the proposals for change and has recommended that writing be assessed on an every-pupil basis, that Health, Science, Career Development and Social Studies be assessed annually on a matrix sampling basis. The study group has recommended that these tests be given at grades 5, 8 and 11, to keep testing time at grades 4, 7 and 10 to a minimum. The committee has also examined how critical thinking skills ought to be assessed in NEAP.

PROFESSIONAL DEVELOPMENTRECOMMENDATION:

The State Board of Education recommends that the Governor and the Legislature provide professional development funds to update and retrain teachers and administrators in specific subject areas, establish teacher training centers and amend the school code relating to sabbatical leave.

Past Progress:

By August, 1985 \$1.8 million had been added to the 1986 State Aid for the development of professional development programs in the areas of math, science, computer literacy, writing and composition and other curricular areas. This increase was supported with comments of over 5,000 individuals who participated in the Governor's Educational Task Force Summit who identified professional development as a top priority area for additional resources. Federal funds available under the Education for Economic Security Act amounting to \$3,485,727 have been integrated into the professional development programs in the areas of math, science and foreign language.

In the area of school-age expectant parents, \$100,000 was allocated to support department staff for administrative staffing of school-age parent programs. \$250,000 was added to monies provided to LEAs under Section 93 of the State School Aid Act of 1985-86.

Current Status:

Grants have been approved for 30 school districts to provide professional development for teachers and administrators to update skills in the content areas. Grants to seven other school districts will be approved at the February State Board of Education meeting. In addition, the Leadership Academy, established in 1984 through a special discretionary grant, will provide 10 programs through 1985-86 which focus on skill development in technical, human and conceptual areas. In addition, \$200,000 was also added to Section 97 increasing this amount to \$2,900,000.

STRUCTURESRECOMMENDATION:

The State Board of Education recommends that the Governor and the Legislature enact legislation on the: reorganization of ISDs including definition of their roles and stable funding, the provision of incentives for LEAs to reorganize and funds to construct and renovate vocational education/academic facilities.

Past Progress:

In January, 1985 it was reported that the Legislature appropriated to the Department of Education \$50,000 for local school district consolidation and annexation grants under Senate Bill 646.

Current Status:

Allegan County has passed a millage to construct a vocational area center to serve the students in their districts.

In addition, in section 22(2) of the State School Aid Act, \$1,500,000 was allocated to districts formed by successful reorganization.

RECOMMENDATIONS TO INSTITUTIONS OF HIGHER EDUCATION

RECOMMENDATION:

The State Board of Education recommends that colleges and universities require for admission or graduation two years of foreign language, develop programs with a strong service component (counselors, social workers, psychologists, etc.) to help student achievement and personal development, and implement policies to ensure equal access and non-discrimination.

Past Progress:

In January, 1985 the final report of the Governor's Commission on the Future of Higher Education in Michigan endorsed the findings relating to minimum admission standards.

Current Status:

As the product of State Board Policy, the President's Council of State Colleges and Universities has prepared a brochure entitled, "Designing Your Future - Advice for College-Bound Students." The document is directed towards ninth grade students and has been circulated to high schools throughout the state. The recommendations for college-bound students include: four years of English, four years of mathematics, three years of science, three years of history and social science, two years of foreign language, and two years of fine arts. The President's Council of State Colleges and Universities has printed a publication which will be incorporated into a financial aides brochure currently being developed and directed towards all ninth grade students.

RECOMMENDATION:

The State Board of Education is directing the State Superintendent to work with colleges, universities and others to develop a plan of action to implement the recommendations of the Joint Task Force on Minorities, Females, and Handicapped in Michigan's Colleges and Universities.

Past Progress:

In January, 1985 it was reported that the Superintendent of Public Instruction established a referent group to assist him in implementing the recommendations of the Joint Task Force.

Current Status:

A draft report of the committee reviewing the Mason-Miller Report is completed.

The committee held public meetings on the campuses of Wayne State University, Michigan State University, the University of Michigan, and Grand Rapids Junior College. The focus of the study effort has been on three issue areas: recruitment and retention, financial aids, and special needs (career planning, job placement, etc). Many exemplary practices were shared in the public meetings for improving institutional practices directed at minorities, females and handicapped. Model programs currently operating on certain campuses will be highlighted in the final report.

RECOMMENDATION:

The State Board of Education is directing the State Superintendent to develop a plan to improve coordination between and among educational programs at all levels.

Past Progress:

In January, 1985 it was reported that the Superintendent of Public Instruction established an ad hoc committee to improve coordination between all educational institutions. In addition, the Superintendent planned and assisted in the implementation of a Regional Educational Laboratory to serve the North Central Region. In August 1985, \$200,000 was appropriated to develop a data base for the Department to maintain information regarding enrollment and trends in Higher Education. Certification monies to support the Office of Certification were made available specifically to assist in middle school certification and program reviews. In addition, various meetings and committees have been held to enhance articulation between institutions of higher education and local school districts.

Current Status:

The Superintendent's ad hoc committee comprised of school district superintendents, intermediate district superintendents and community college presidents held a retreat in October 1985 to discuss the means for improving cooperation and collaboration between the educational sectors. Discussion focuses on both short-range and long-range issues, with many possibilities for future initiatives.

This ad hoc group has met several times and is currently developing a pilot telephone survey instrument to determine what types of cooperative programs currently exist which will produce additional information for making specific recommendations regarding improving coordination.

Staff have also conducted meetings with representatives from the Michigan Association of Secondary School Principals (MASSP) and administrative directors of our four year institutions, universities, colleges and independent colleges. A conference of this group, to find new and better ways to work together, is scheduled for February, 1986.

STATE BOARD OF EDUCATION ACTIONS AND DIRECTIONS

HIGH SCHOOL GRADUATION REQUIREMENTS:

The State Board of Education shall strengthen high school graduation requirements by providing assistance to local districts, gathering data on the implementation of guidelines and monitoring the implementation of the guidelines.

Past Progress:

In January, 1985 staff provided assistance and support to districts implementing high school graduation requirements.

Current Status:

Staff continues to provide regional training to assist local school districts in the implementation of recommendations.

TEXTBOOK AND INSTRUCTIONAL MATERIALS:

The State Board of Education shall improve the quality of textbooks by establishing a textbook and instructional material center for evaluation, expanding the textbook study process, assist local staffs in assessment of instructional materials and software, establish a set of standards for science equipment as well as disposable toxic waste, create a textbook clearinghouse, disseminate reviews to textbook publishers and facilitate communication with publishers prior to revisions of new textbooks.

Past Progress:

Following the transfer of the Library of Michigan the Department's textbook collection was housed in the School for the Blind Library. Instructional staff keep the textbook collection current.

Current Status:

The Instructional Specialists staff continues to receive current textbooks at the School for the Blind. In the near future, staff will explore ways to cooperatively establish a clearinghouse in the new State Library.

Staff is continuing to develop a generic review document. A product should be available for review by the State Board of Education at its October, 1986, Committee of the Whole Meeting.

The task relating to the development of standards for science and laboratory equipment and toxic waste has been altered. It will include development of two sample policies on science laboratory equipment and on disposal of toxic waste for review by the State Board of Education for inclusion in the Michigan K-12 Program Standards of Quality.

The establishment of a schedule for regional training of LEA staff is an ongoing activity in the areas of Science, Social Studies, Reading, and Health. Over 600 science teachers and administrators, 700 social studies teachers and administrators, 1200 reading teachers and administrators, and 2000 elementary teachers of health were in attendance at regional curriculum workshops in 1985.

The board has awarded funds to produce Computer Literacy training modules and to operate five regional centers for computer software assessment and training. These services are coordinated on a statewide level, and are available to all school districts in the state.

The School Improvement Teacher Mini-Grant Program was announced in September 1983. The Teacher Mini-Grant Program was initiated to provide individual classroom teachers with small grants for classroom projects and supplemental resources to aid or improve instruction that directly benefit students.

Teacher Mini-Grants were awarded by the State Board of Education in January 1986 for use during the second semester of the 1985-86 school year. \$90,878 has been awarded to teachers for use in special projects such as: lasers, robotics, marine organisms, simulated lunar surfaces and special education.

JOB TRAINING:

The State Board of Education shall foster job training by encouraging partnerships between schools, business and industry to develop, improve and stimulate skills and student attitudes relating to careers.

Past Progress:

In January, 1985 efforts were initiated to develop a management plan as well as a task force on Business Education in Partnerships. Mr. Robert Lundeen from Dow Chemical Company agreed to chair the task force to guide the Department in its partnership efforts. The task force/partnership for education facilitated two workshops whose purposes were to 1) highlight current projects which demonstrate effective cooperative efforts between business and industry, and 2) to identify and develop strategies and policies to encourage more collaboration among education, business and industry. According to a recent study, one out of five Michigan school districts now has a partnership with local business firms.

Current Status:

A 15 member Partnerships for Education Task Force appointed by the Superintendent has been assisting the Department of Education in promoting such partnerships. The Task Force accomplishments include:

1. Completion of a statewide survey of all local and intermediate school districts, local chambers of commerce, hospitals, and selected businesses to determine the extent of an interest in partnerships for educational improvement.
2. Publication of a Partnerships for Education brochure for wide distribution by mail and at regional workshops.
3. Publication of the Partnership Press, a bimonthly newsletter widely disseminated to business, education, and legislative leaders.
4. Conduction of a series of ten regional awareness workshops on the building of partnerships for educational improvement, and
5. Implementation of the annual awards program.

In addition, the State Plan for Vocational Education delineates the policies required under legislation that the joint planning and coordination efforts encourage partnerships with business and industry. All vocational education programs require the use of advisory committees that include business/industry. New partnerships such as the Benton Harbor/Health Corporation demonstrates implementation of the policy. Staff is in the process of preparing a report on other partnerships as a part of the Marketing Vocational Education effort.

SPECIAL POPULATIONS:

The State Board of Education, recognizing special populations, shall: create summer institutes for low achieving students, develop plans to eliminate illiteracy and undersachievement, adopt a policy to encourage vocational education at earlier grades and develop a total plan to provide area skill centers throughout the state.

Past Progress:

In January, 1983 staff identified new alternatives for implementing the 1983 Summer Institute for Disadvantaged Pupils, prepared a plan for completing area skill centers along with efforts to encourage pre-vocational instruction, was working on a pre-primary/adult education effort to develop parenting education standards.

Current Status:

The Governor proclaimed November 1984 to November 1985 Michigan Literacy Year.

In June 1985, the board funded several public relations projects to promote its literacy activities and on July 16, 1985 approved the plan to implement these activities.

It was reported that eleven regional conferences were held to train volunteers in helping schools and community program staffs with their illiteracy efforts. A statewide directory has been developed to assist learners, volunteers and agencies in the identification of programs, people and materials which can be used to help reduce illiteracy among adults. A plan to provide overall state direction has been approved by the State Board of Education. For the first time, a summer enrichment institute was held for economically disadvantaged students at Michigan State University. Ninety-nine students took part from July 28 through August 9, 1985.

The Superintendent's Ad Hoc Referent Group is working to develop guidelines on parenting. The draft of the guidelines will be submitted to the State Board of Education for review in June, 1986.

CLASS SIZE:

The State Board of Education shall make recommendations to strengthening the State Aid Act relating to pupil/teacher ratios and collect data to analyze pupil/teacher ratios where aides are available.

Past Progress:

In January, 1985 staff planned to develop guidelines for State Board review.

Current Status:

A new incentive program was adopted aimed at reducing class sizes in grades K-1, and ultimately K-3. An additional \$8.35 per pupil in gross allowance will be given to any districts which satisfy either of the following two requirements: 1) attainment of an average class size of not more than 25 pupils; or 2) reduction of average class size in the 1985-86 school year by at least five percent from the average class size in 1984-85. In addition, guidelines for class size were drafted to provide guidance for those who establish policy for classrooms where instructions are provided to mainstream special education students.

TEACHER PREPARATION AND CERTIFICATION:

The State Board of Education shall review recommendations from the Certification Code Study Commission, develop standards for approval and review of teacher education programs, review the use of continuing education units, encourage the upgrading of skills in middle school teachers, develop standards requiring middle and high school teachers certificates in content areas, include certification of vocational education teachers, address parenting education for all teachers, support legislation towards the provision of financial incentives for prospective teachers and conduct a 'comparable worth' study.

Past Progress:

In January, 1985 it was reported that in addition to using NASDTEC standards when reviewing new teacher preparation programs, the Department developed its own in five separate areas. In November, 1985 the State Board appointed a Council on Periodic Review to assist the Board and Department in development of standards for approval of teacher education institutions. The Certification Code Study Commission considered the concept of continuing education units (CEUs) and supported the expansion of professional development opportunities for teachers. The Board has reviewed a draft of policies/procedures for administering the CEU program. Certification standards for computer technology teacher training programs were developed and six programs were approved. The Commission supported proposed Vocational Education rule changes.

Current Status:

In January, 1986 the Board reviewed a proposal on the procedures for authorizing annual certification of vocational education teachers.

PROFESSIONAL DEVELOPMENT:

The State Board of Education shall establish an educational leadership academy which will grant continuing education units (CEUs) for both teachers and administrators, encourage upgrading skills for middle school teachers in content areas as well as early adolescent, establish a grant program for teachers.

Past Progress:

A leadership academy was established with Special Project Grant funds and training was provided to approximately 240 participants. A plan was developed to support training for middle school teachers assigned to positions outside their field.

Current Status:

Through board approved discretionary grants, several efforts were funded which directly dealt with updating and retraining of Michigan's educators (i.e., computer software/training centers, leadership academy, and cooperative programming grants.)

Funds have been made available through the Elementary and Secondary Education Act (ESEA) and Section 98 of the State Aid Act for local and intermediate school districts to develop professional development programs for middle school educators.

Funds have been made available through Section 98 of the State Aid Act for special professional projects for teachers.

PERFORMANCE STANDARDS:

The State Board of Education shall recognize students and schools that demonstrate high achievement and adopt a policy that prorates performance standards for reporting to parents and criteria for graduation.

Past Progress:

In January 1985, a paper identifying the existing recognition program was being prepared for review by the Board. The Board was asked to approve the addition of student certificates. The expanded school recognition plan was being prepared for Board approval.

Current Status:

A student recognition program, which awarded a special certificate of recognition to students who achieve 100% of the mathematics and reading objectives tested by MEAP, was implemented in 1984-85. Programs have been implemented to recognize junior/middle and high schools. In addition, improved elementary schools as measured by MEAP are recognized. Plans are underway to implement an elementary recognition program similar to the high school program for 1986.

COMPUTER TECHNOLOGY:

The State Board of Education, based on the recommendations of the Technology Referent Group, shall secure existing plans and provide models, develop a resource task, serve as a resource center, define minimum technology competencies for students, set certification standards in the area of computer literacy as well as computer science, provide access to teacher and administrator training, evaluate levels of computer literacy and recommend funding for technology.

Past Progress:

In January 1983, it was reported that the Department has created a Microcomputer Resource Center for staff, that the six Special Project Grants relating to five regional centers and the development of technology training modules were in process.

Current Status:

A microcomputer resource center has been established for training department staff. Training is scheduled to begin in the first quarter of 1986.

PREPRIMARY EDUCATION:

The State Board of Education shall: establish a parent-leadership program including standards, screening procedures and curriculum guidelines for preprimary and parenting education.

Past Progress:

A preprimary and parent leadership unit was established and a referent group was being established to draft preprimary standards.

Current Status:

The standards are being prepared for review by the State Board of Education in June, 1986. The department has appropriated \$1,000,000 in Section 24 of the Department Bill for preprimary education.

STRUCTURE:

The State Board of Education shall develop models for districts to operate cooperative academic programs, develop an ISD reorganization plan (including its mission/role), develop a plan to maximize instructional opportunities and use of facilities, encourage districts to include instruction of languages not commonly taught, recommend to districts an equal, quality education program for its students and develop alternatives for districts where equal, quality education programs cannot be supported.

Past Progress:

In January 1985, it was reported that through the ECIA Chapter 2 Discretionary and the state Discretionary Special Projects Grants Programs, 133 local and 23 intermediate districts were directly involved in planning, developing, implementing or delivering cooperative academic programs.

Current Status:

Continued funding has been made available under the two grant programs for cooperative efforts in 1986. New models have been funded in six districts. A grant award to an intermediate district will establish a resource bank of information about successful cooperative programs for dissemination throughout the state. Assistance will be provided to school districts in the use of resource bank information in their own cooperative development efforts and in the replication of models.

MODEL POLICIES:

The State Board of Education shall develop model policies for recommendation to local school districts, as a part of the School Improvement Plan, including: student absences, homework, dropout prevention, textbook and material review and discipline.

Current Status:

A draft of the model school homework policy and guidelines has been prepared. Representatives from some of the state's educational organizations have reviewed the document. Recommendations were made for clarification. It was also recommended that a "task force" of representatives from state educational organizations and several teachers review the document prior to a second review by the State Board. In March, 1986 a one-day meeting of these representatives will be scheduled to accomplish this task.

A draft of a model school policy on school attendance has been prepared. It is being reviewed by Department staff for compatibility and congruency with the Department's proposed student code of conduct. A new Model Code of Conduct Committee made up largely of counselors, teachers, and school administrators has been established.

ACCREDITATION:

The State Board of Education shall develop a system, implementation plan, and time line for accreditation of elementary and secondary schools.

Past Progress:

A study committee was established to review present accreditation standards and identify advantages and disadvantages. A position statement was prepared for the Superintendent and Board for review.

Current Status:

In the Spring of 1984, the Superintendent established a statewide Committee on Accreditation. The Committee is composed of representatives of virtually all of Michigan's educational associations and organizations as well as the major school accreditation agencies in the state.

The Committee has developed a Position Paper on School Accreditation which supports the concept of accrediting all elementary, middle/junior, and high schools in the state.

Under the sponsorship of the State Board of Education and the direction of the Department of Education and the University of Michigan's Bureau of Accreditation and School Improvement Studies, a survey of sample schools was completed to study issues related to accreditation such as its value and impact on school improvement and long range planning. The survey results were discussed with the State Board of Education.

A pilot study of elementary and middle schools accreditation is being conducted during the 1985-86 school year.

INSTRUCTIONAL TIME:

The State Board of Education shall enforce the 180 days, 900 hour provisions.

Past Progress:

In January, 1985 enforcement procedures were in place and staff were working to improve the authorized audit activities.

MEMORANDUM

MICHIGAN DEPARTMENT OF EDUCATION

DATE: March 18, 1986

TO: Dan Schultz, Bert Stanley

FROM: Pat Slocum *Pat Slocum*

SUBJECT: The Effective Schools and Even Start Act - Response

Effective Schools

Purposes: Improvement in the areas cited is a State Board of Education priority. Most states have established similar priorities.

Funding: The use of 50% or more of the state share of Chapter 2 for the effective schools purposes limits the SEA in its discretion of use of the funds to meet Chapter 2 purposes. The antecedent ESEA, V-B, Strengthening State Educational Agency Management, is part of ECIA, Chapter 2. The use of Chapter 2 funds for the purposes of ESEA, V-B is an integral part of the application of state funds under Chapter 2. The removal of 50% or more of the available Chapter 2 funds would drastically affect departmental operations. It is probable that 33 or more staff positions would have to be eliminated.

The passage of Chapter 2 in 1981 already had the effect of reducing state administrative dollars for the purposes of the program.

Even Start

Purposes: Improving adult literacy for parents and helping to prepare their children for school entrance and concomitant success is a needed program for low income families.

Funding: \$3 million is too small an amount to have any national effect. The placement of the program as a discretionary grant under the Secretary is appropriate. Each state, however, should have program funding. The fiscal and administrative agent could be competitive.

The \$2 million off the top of Chapter 2 further decreases the SEA and LEA funds available.

Don Schultz
 Bert Stanley
 Page 2
 March 18, 1986

Overall

The CCSO concerns are on target. Further recommendations are

A. Provide separate fund source.

1. Place both parts under a separate Secretary's discretionary program.
2. Or, place the Effective Schools under the ECIA, Chapter 2 Secretary's discretionary program and the Even Start under the Adult Education Secretary's discretionary program.
3. Provide separate and additional funding through line items.
4. Provide adequate funding, and
5. Make provisions for each state to participate

B. Submit the Act as a categorical, stand-alone program.

1. Provide administrative funds for SEAs to carry out the purposes and
2. Provide grant funds for LEAs to compete for grants to develop programs which carry out the SEA findings and recommendations.

In general, the Act is designed in a way to initiate new programs by taking funds from an ongoing program which has some security of funding, even though that security has no categorical constituent base. Representatives Hawkins and Goodling appear to be taking an expedient route to fund their particular interest without regard for SEA needs or LEA ability to carry out the activities to be developed under the program.

PS:jv

MAR 14 1986

3/14/86

D. Roberts
L. Dembrowski
S. Stanley
J. Storum

1) From: BDO119 101-Lines
On: 13 MAR 1986 At: 15:08 Copy: BC
Subject: THE EFFECTIVE SCHOOLS & EVEN START ACT

TO: Chief State School Officers
Federal Liaison Representatives

FROM: Bruce Hunter, Director of Federal/State Relations

DATE: March 13, 1986

RE: New legislation proposed by Reps. Augustus Hawkins (Chairman, House Ed. & Labor Cate.) & William Goodling (Ranking Republican on Elementary, Secondary, & Voc. Ed. Subcommittee) THE EFFECTIVE SCHOOLS & EVEN START ACT

ACTION NEEDED:

Under separate cover we are sending a copy of the proposed bill, at which time we would appreciate it if you would please review and respond as soon as possible noting any concerns and/or modifications.

STATUS:

On Wednesday, March 13, 1986, Reps. Hawkins and Goodling released a DRAFT of a bill they will introduce soon. They are searching for co-sponsors.

Review of proposed legislation:

TITLE: The Effective schools and Even Start Act

PURPOSE OF EFFECTIVE SCHOOLS: To assist SEAs and LEAs to increase school effectiveness by improving:

1. student achievement
2. student behavior
3. teaching
4. learning
5. school management

FUNDING: Each state SHALL USE NOT LESS than 50% of the state share of Chapter 2 for the purposes of this act.

RESPONSIBILITY FOR ACTIVITIES: "Such activities may be carried out directly by the SEA or other agency of that state or indirectly by a grant to or contract with an LEA".

AUTHORIZED ACTIVITIES:

(1) to plan for effective schools programs under this section, and to conduct reviews and propose revisions of such programs, either by local or state educational agencies or by combined local and state task forces; (2) to implement and support effective schools programs through activities such as training; workshops; forums and other

mechanisms to improve parent and community organization involvement and participation; demonstration programs; and improved communication and coordination between schools, school districts, and such demonstration programs; (3) to obtain technical assistance and consultant services with respect to effective schools programs from (a) regional educational laboratories and research and development centers supported under section 405(f) of the General Education Provisions Act, (b) institutions of higher education, and (c) other qualified nonprofit educational organizations and institutions; (4) to design, develop, and publish educational materials on effective schools programs; (5) to develop and implement systems to collect, analyze, and interpret data concerning effective schools programs and to communicate the results to school personnel; (6) to promote state and local educational agency awareness of effective schools information through conferences at schools and district and multidistrict offices, and through onsite visits to model effective schools; (7) to conduct evaluations of effective schools programs conducted under this section; and (8) to otherwise identify, document, and disseminate information concerning exemplary effective schools programs.

PURPOSES OF EVEN START: To combine adult basic education for parents and school readiness training into a single program.

FUNDING:

1. \$2 million off the top of the total Chapter 2 allocation [including SEA & LEA funds and the Secretary's Discretionary Fund]
2. \$1 million from Adult Education

PROGRAM RESPONSIBILITY: The Secretary shall make grants to eligible recipients.

ELIGIBLE RECIPIENTS: Any institution, agency or organization that operates an adult basic education program and serves an area with a high concentration of children from low income families.

SELECTION PROCESS:

- o applications made to the Secretary
- o Secretary selects at least 15, but not more than 20
- o final review panel makes awards - panel contains state and local practitioners and scholars.

AUTHORIZED ACTIVITIES:

1. provide adult literacy training for parents, but involving children
2. design support service programs so parents can participate
3. establish instructional programs for adult literacy and to help insure children's success in school
4. coordinate programs under this

CONCERNS:

1. 50% of state share of Chapter 2 is not fair
2. may force states to drop worthwhile activities
3. states get a double hit

Chairman HAWKINS. Thank you, Dr. Tirozzi.

Let us hear from the other witnesses, and then we'll come back for the questions. Dr. Ellison, we next will hear from you.

STATEMENT OF ART ELLISON, DIRECTOR OF ADULT BASIC EDUCATION, NEW HAMPSHIRE DEPARTMENT OF EDUCATION, ON BEHALF OF THE NATIONAL COUNCIL OF STATE DIRECTORS OF ADULT EDUCATION

Mr. ELLISON. My name is Art Ellison, and I'm the director of the office of adult basic education for the New Hampshire Department of Education. I am speaking here this morning on behalf of the National Council of State Directors of Adult Education; that is a group of 50 State directors plus the director in the District of Columbia, Puerto Rico, and four territories, which basically are administratively responsible for expenditures under the Adult Education Act.

With the amount of money in there at approximately \$100 million and another \$200 million coming from the States, that system is providing basic literacy training for about 2 million people per year.

The council wishes to support the even start portion of the bill, and I'm simply talking about that part of it this morning. We have thought for a long time that there is a definite link between what parents are doing when they come back to our programs or come back to literacy programs, and what is going on in the schools for their children.

The strongest evidence of that, I guess, would be teachers in a program who say that adults are returning to learn to read so that they can read to their children so that they can help them with their homework. We have the companion part of that happening where we have children who see their parents going back to school and there is a very definite change in their attitude toward their own education.

There are several specific parts of the bill that the National Council likes. We are very supportive of the grants under the bill going to agencies that are receiving money under the Adult Education Act. We are very supportive of the attempt to balance the grants between rural and urban areas. We are very supportive of the part of the act which calls and requires child care and transportation services to be included in the programs.

We support the part of the act which allows for non-LEA's to become involved in the program, nonschool districts. There is a requirement in there that would have a private, nonprofit, for instance, work in cooperation with the school district, but it would allow programming to come together from both of those entities at once.

We are happy to see that there are a number of people involved in adult literacy who would be included on the review panel for grants. I would suggest that the committee would consider raising the number of possible grants under the act, and I guess I'm speaking more now of a State director from a rural State. I can see where a very effective program could be put in place in a rural area for less money than it would cost in an urban area, and we

may well be able to do that within the confines of \$75,000 to \$100,000.

The pool of functional illiterates in this country is growing at a rate of about 2.3 million a year. The largest part of that group are high school dropouts. I think that the even start portion of this act will have a long-range effect upon that pool of people and that we will be able to do some things early in life with those children that will mean later on they will not be part of that high school dropout pool that we're talking about.

The concept behind the bill is very important. We, as a council, are very supportive of the thrust, and we would very much like to work with the Department of Education should this legislation come into place.

I would make one further comment that Dr. Tirozzi has raised in support, his concern that we look at multiyear funding under this particular program; that it would be a mistake to be giving grants for 1 year or even 2 years and then chopping that off and starting somewhere else.

That's basically what I have to say at this point. There are other points in my testimony, which you have received. I'd be happy to answer questions.

[Prepared statement of Mr. Art Ellison follows:]

PREPARED STATEMENT OF ART ELLISON, DIRECTOR OF ADULT BASIC EDUCATION, ON
BEHALF OF THE NATIONAL COUNCIL OF STATE DIRECTORS OF ADULT EDUCATION

The National Council of State Directors of Adult Education strongly supports the Even Start portion of the Effective Schools and Even Start Act.

We believe that by linking educational services for illiterate adults and their children that a major break in the cycle of illiteracy can be achieved.

Major elements of the bill that are noteworthy include:

- (1) Utilizing agencies receiving Adult Education Act funding as primary grantees.
- (2) Including non-LEA agencies as potential service providers.
- (3) Requiring child care and transportation to be a part of all programs.
- (4) Balancing funding for both rural and urban areas.
- (5) Including persons with adult literacy experience on the review panel.

We would like to see the maximum number of grants funded under the Even Start portion of the Act raised from 20 to 25. This would allow for additional smaller grants (\$100,000) for agencies in rural areas.

Members of the National Council of State Directors of Adult Education view the proposed legislation as having a long range positive effect upon the school dropout rate. Since high school dropouts are the largest group of persons enrolling in basic literacy courses, it is imperative that meaningful attempts be made that will enhance their chances for success within traditional school programs.

Mr. Chairman and members of the subcommittee.

My name is Art Ellison and I am the Director of Adult Basic Education for the New Hampshire Department of Education. This morning I am speaking on behalf of the National Council of Directors of Adult Education. We appreciate the opportunity to testify before the subcommittee in support of H.R. 4463.

The National Council of Directors of Adult Education is made up of the 50 State Directors and the Directors of programs in Puerto Rico, the District of Columbia and 4 territories. As a group, members of the council are administratively responsible for programs funded under the federal Adult Education Act as well as numerous other state funded programs and initiatives. Each year approximately 2,000,000 adults are enrolled in basic literacy programs provided with federal and state funds under the Adult Education Act.

The Council wishes to express its support for the Even Start portion of H.R. 4463. For many years we have suspected a strong link between illiteracy on the part of parents and potential problems in reading by children in those families.

Data to substantiate this link is difficult to locate. However, teachers in basic literacy programs understand that a major motivator for illiterate adults to return to the classroom is their stated need to be able to assist their children with their school work. We are also aware of the positive reaction of children as they see their parents return to a classroom or work with a tutor.

The most relevant research in the area of adult illiteracy and its impact upon children comes from studies in Kentucky. The data from the 3 year study indicated that 99% of the parents of adults enrolled in adult literacy programs had never completed high school and the average educational attainment of the parents was 4-8 years of school. It is this repeated cycle of undereducation that the Even Start portion of H.R. 4463 seeks to change.

It has been extremely difficult in the past to set aside substantial portions of Federal Adult Education Act funds for the purposes outlined in H.R. 4463. While we have understood the need for linking educational services for both parents and children as outlined in the Even Start portion of the Act, we have been unable to stretch existing funding to provide services for more than 5% of the adults in need of such programs.

The Even Start concept will allow for a meaningful and substantial provision of coordinated educational services for both parents and children. While it can be viewed as a series of pilot programs, it is clear to those of us in the adult literacy field that the potential for success in this area is extremely high.

There are several areas of the bill which the National Council of State Directors find to be extremely noteworthy. They include:

- (1) The inclusion of agencies receiving funds under the Adult Education Act as grant recipients.

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- (2) The requirement that both child care and transportation be included in all programs.
- (3) The opportunity for applicants who are not local educational agencies to be considered as eligible grant recipients.
- (4) The inclusion on the review panel for applications of a State director of programs under the Adult Education Act, a director of a local program under the act and an individual with training in adult literacy education.
- (5) The balancing of funding under the proposed act for programs servicing both rural and urban areas.

I would suggest that the committee consider increasing the maximum number of grants funded under the Even Start portion of the Act from 20 to 25. This would allow increased funding of smaller grants in rural areas. In many rural states it would be possible to provide a comprehensive parent-child educational program, as specified in the proposed act, within the confines of a \$100,000 budget. This is particularly true since most agencies receiving grants would already have in place child care and transportation services, as well as basic literacy programs for adults.

The portion of the proposed act which relates to the evaluation of home based programs involving parents and children needs some further consideration. Many federal and state funded literacy programs are currently involved with providing literacy services with volunteers and paid tutors in the home. However, by including "home based programs involving parents and children" as one of the 6 items upon which all programs will be evaluated, the legislation may be mandating an approach which is not feasible in some areas.

In New Hampshire approximately 30% of the students enrolled in adult basic education programs each year are working with volunteers. Some volunteers and students meet in the student's home, but many meet in churches, libraries and other community facilities. While this system works well in many states, I am not convinced that it must necessarily be a major part of a parent-child educational program.

The requirement of the proposed act that those programs funded must be coordinated with Chapter I of the Education Consolidation and Improvement Act of 1981, the Adult Education Act, volunteer literacy organizations and other relevant service providers, will insure that a broad range of services will be available to both parents and children. In many cases recipients of grants under the Adult Education Act are already providing programs in cooperation with all of the agencies and groups listed in the proposed act. In some instances it may be difficult to coordinate programs with volunteer literacy organizations since many areas of the country are currently not serviced by either Literacy Volunteers of America or Leubach Literacy International programs.

However, in those areas where volunteer programs do exist it will add another facet to the comprehensive services available under the Even Start portion of the legislation.

As research into the field of adult illiteracy becomes more focused we may be able to know with some certainty the number of functionally illiterate adults in this country. However, even the most conservative estimates indicate that a minimum of 23 million adults are in this category.

Educators involved in basic literacy work are often asked "What does it mean if a person is functionally illiterate?" The clearest answer is that a functionally illiterate person cannot read the instructions on the side of a medicine bottle, cannot successfully complete a job application and probably cannot read well enough to help his or her children with their homework.

There are some people in the field of adult literacy who would like to spend significant amounts of money to determine the number of functionally illiterate adults in the United States. Those of us responsible for providing programs for functionally illiterate adults are much more concerned with the lack of adequate resources for services, than we are in the quest for certainty which drives some researchers. The words of Michael Harrington are extremely relevant now, "Whatever the precise calibrations, it is obvious that the statistics represent an enormous, and unconscionable amount of human suffering . . ."

The pool of functional illiterates is growing each year by approximately 2.3 million adults. The largest group in this pool are high school dropouts, the individuals most likely to come from families when parents themselves have not been successful in an educational setting.

The Even Start Act has the long range potential of significantly increasing the chances of educational success for children from families with undereducated parents. If these children have received encouragement and focused training during the early years of their lives and have seen their parents actively work to improve their basic skills, a strong foundation will have been laid for their continued educational achievements.

It is this potential for success by children and adults working together that elicits the strong support of the National Council of State Directors of Adult Education for this legislation.

Chairman HAWKINS. Thank you very much, Dr. Ellison. Is Dr. Seabrook present? If not, we will call upon him when he arrives.

The Chair is very appreciative of the witnesses and what they have stated. May I indicate particularly to you, Dr. Tirozzi, that this is the beginning of the hearing. Nobody knows, obviously, whether or not some other mechanism of funding will be arrived at in terms of what we may discover along the way.

My meetings with chief State school officers have been very productive. What I personally try to impress upon them is that the problem of funding is not really the creation of the office of this proposal, but in the situation in which we find ourselves. The Federal assistance is being decreased rather rapidly, as you well know. We are now down under 7 percent, approaching, I suppose, near the 6-percent level, and it may even go below the 7 percent. It's not too remote to conceive of a situation in which it will eventually be zero.

I think the faster it approaches that point, the more of a challenge is placed upon us who support and would like to do even more than what is now being done for public education.

One of the criticisms of public education is that public education is not doing the job itself, and that it's necessary, according to at least the Secretary of Education, for example, to introduce competition in order to make public education do what it should be doing. Now we're in that situation. I'm sure that it was the motivation for Mr. Goodling and me that we're now trying to do something positive to give public education a much better image. Unless we do that, I am afraid that we will begin to lose the argument between the proposals like the voucher proposal and the—what public education is now providing in terms of an instructional approach to schooling that the public will support, and therefore, increase the funding.

What I am merely saying to you is that of the shrinking amount, the 20 percent set-aside may be the least of your concerns or the least thing you may have to fear because you may not have—the one-half of the 20 percent may be a much smaller amount unless we begin to do something to reverse the scheme of things and to change the image that is before us.

I think we have to concede with the Secretary of Education that there is a lot of criticism of public education and that we've got to do something about it. So, that is where we are now.

Now, I'm sure that we are not trying to attack the main of the chief state school officers. You mentioned the Consolidation Act of 1981, that it did provide this flexibility, but it also perhaps reduced the amount which would be made available to you. So, you have more flexibility, but you have less money.

Now, I think we've got to decide whether or not you want a little less flexibility and a little bit more money, and whether or not we might in that way do much more for you.

It's all a speculation, but you did indicate that you wanted to work with us. We appreciate that. I want to assure you that the committee will certainly work with you. If we can conceive of any better way of doing it than what we have proposed in this instance, then obviously, I think we certainly are open for any suggestions.

But, may I also indicate or ask you concerning the positive side of the problem and that is the effective schools approach.

I think you have agreed that the approach is sound; that it is, where it has been tried, has been highly successful. However, if we agree with that, then I would also like to have your remarks or your impression as to whether or not providing more flexibility or opening it up is going to give, not to Connecticut but maybe to some other States, so much flexibility that they will get away from the concept and deal with effectiveness in terms of merely being an adjective that describes anything that they may want to do and it will not be based on real sound research findings as we based the effective schools approach on, but may get into all sorts of—it may even approach it on the basis of the Colman concept or some other concept.

So, do you see that there is a fear that in providing much more flexibility, that we will allow the idea to be so diluted—the concept of effective schools to be so diluted that we may run the risk of giving States just to validate whatever they may be doing already or may want to do and calling it effectiveness.

Mr. TIROZZI. First, I can appreciate and share a concern that you have. Whenever you give States flexibility, one has to place great faith that the particular State will, in fact, exercise that flexibility in terms of initiatives that do, in fact, make a difference in the lives of children.

Based on my own experience with the chief state school officers, I have a sense that that body to a person can be counted upon to develop programs that are in the best interest of children.

In Connecticut, Mr. Chairman, I would point out that while we have the 20-percent set-aside, we take 40 percent of the set aside off of the top of that 20 percent and drive it out to local school districts in the form of various grants to assist school districts in activities that the Federal Government has moved away from in some cases. For example, we still are funding some major desegregation projects, alternative education. We're supporting our regional service centers and some effective school projects.

So, in Connecticut, while we have a 20 percent set aside, 40 percent of that money is driven out in the form of categorical grants. The remainder of that money in terms of just being able to develop initiatives, also goes to insuring we have staff in place to monitor the programs we have, to evaluate the programs we have, so we can begin to counter our critics, especially those right here in the Nation's Capital, who continue to talk about the failure of public schools. And, I would be the first to say that we have problems in public schools, but I don't think the answer is to talk about the failure rate. I think we should continually be upbeat and talk about how we can cause schools to improve.

I also want to go back to a point I made earlier. Even if this particular bill were to pass, I don't see this as being the bill or the ultimate solution to instructionally effective schools. We're really not dealing with enough money or enough commitment to make it happen. Instructionally effective schools, the concepts have to permeate all aspects of the educational program. We need commitments from local boards, local superintendents, leadership people in various communities, and at the State level that they believe.

And, if we truly believe that schools in and of themselves can make a difference and that all children can learn, then all of our efforts should be built on those five or six major characteristics which Edmonds espoused several years ago and which are becoming more and more found in our schools across the Nation.

And, this goes back to something I said earlier: we cannot walk the bifurcated route. We can't see chapter 1 here, instructionally effective schools here, and chapter 2 somewhere else, bilingual education. All of this has to form a cohesive bond if we're going to promote instructionally effective schools.

So, again, I think the point I'm trying to make, Mr. Chairman, is even moving in this direction does not insure we can move ahead with this movement because the movement is much broader than just any one particular grant.

And last, but not least, I, too, share your concern about the comments from Washington regarding public schools. Keep in mind that the people in Washington do have the pulpit available to them and will be listened to, but when they speak of competition—I know we don't have time this morning—I really think that is an argument that is false. We simply cannot talk about competition between private and public schools when we play by two completely different set of rules.

If public schools were allowed to accept any children they wanted and remove any children they did not want, we could have a different failure rate and success rate. And, by the way, I would never be an advocate of that situation because this democracy is founded on free public schools for all, regardless of background, regardless of ability, regardless of handicap. So, I'm not impressed with the argument I hear from the Secretary.

Having said that, he is entitled to his opinion. It's a professional opinion, I assume. So is mine, but I know that opinion does drive many of us to act in certain ways.

My concern as a chief State school officer, I want to do that which is best for my State. I think I know my State best, and I guess I'm simply trying to suggest that I fully support everything you're in favor of conceptually, but would like more flexibility across the board to implement the very model you would like to see us implement.

Chairman HAWKINS. Well, thank you, Dr. Tirozzi.

Since the ranking member was not present at the beginning and involves his bill, I hope that I can yield to him rather than follow the pattern of calling members who came earlier.

Mr. GOODLING. Well, I'm not going to take their time because they've been here listening to the testimony, but I must run upstairs because the amendment process is beginning in select education. I have an amendment to offer and I want to stop another one.

All I do want to say is, we realize the problems we have in where we get the money and how we use it. But, when you want to do things and you sit here and you spin your wheels because there's no money available, and all you do day in and day out is act defensively, you want to try to come up with some offensive issue. As a matter of fact, if we can keep the importance of these problems before our colleagues, our hopes of someday getting some funding to really move ahead and try to do some of the things we would

like to do will be more likely than if we just keep sitting here fighting defensive battles.

I apologize for being late. We're the second largest fruit-growing nation in the world, but 54 percent of all the apple juice that is consumed here is made from apples that come from someone else's country. And so, I was before the ITC trying to see whether we can't do something about saving the apple industry in the United States. My colleagues have all the questions, and I'm going to run upstairs. I do want to thank you for coming before us to testify.

Chairman HAWKINS. Be sure to save the apple juice now.

Mr. Gunderson, I think you were the first member to arrive this morning.

Mr. GUNDERSON. Thank you, Mr. Chairman. I thank both of you for attending. After listening to your testimony, I have two questions.

No. 1, would you prefer that we separated these two issues and dealt with the effective schools as a separate piece of legislation and the concept of the even start or aim at literacy as a separate piece?

Second question would be, I get the impression that you wouldn't be all that disappointed if we just leave the present set up for chapter 2 funds and just use them however you want and we don't do anything in this regard. Have I read your comments incorrectly, or would either of you care to clarify on either of those two questions?

Mr. TIROZZI. Again, I think the flexibility is important, but I could see some changes made coming from your committee that would require that the various advisory groups in the States must somehow, as they review programs and make decisions to allocate funds, consider strongly the characteristics of instructionally effective schools. I can see that as a condition.

I also offered, and I fully respect the comment that was just made, that you have a high level of frustration as you hear some of the concerns and, of course, you fully understand better than I the dwindling pot of money here in Washington, the need to find funds for programs. I guess what I was suggesting—I don't want this to go away. I hope if by any stretch of the imagination I've left that impression, I want to put it aside.

You are absolutely on target. As a matter of fact, I think there is another mentality in certain parts of this Nation's Capital which would want us almost to believe that if we understand where children come from and their background and the poverty level, what is it that we can expect. I think you're sending a loud, clear message, and I applaud that and I support that.

What I am trying to do is help you with alternatives, and in that particular respect, I was mentioning the possibility of a greater use of chapter 1 funds to promote some of the very characteristics you would like to promote. I would offer to you that most chapter 1 programs around this country—not all, most—deal with what is called a pull out program where youngsters are pulled out of classrooms for 15 or 20 minutes and return.

There really isn't a whole lot of coordination between that concept and what takes place in the classroom, and I don't see much of a relationship between what we're doing in chapter 1 and what

Ron Edmonds was speaking about in terms of instructionally effective schools.

In Connecticut, for example, we have \$35 million in chapter 1 and we have our hands somewhat tied at the local level in terms of how we can work with youngsters to promote skills.

So, again, I clarify that. I don't want the money at the State level. I would like to see the districts have more flexibilities in chapter 1 funds to insure that the characteristics of instructionally effective schools are being promoted in their respective buildings.

Beyond that, and this is not the time with Gramm-Rudman and some other considerations, but if there were any one program I would come before any group and support as a new categorical area, it would be instructionally effective schools and the concepts. I think this is the one area that makes the most sense. The research supports it. The critics cannot stand up to it, and—but, again, I know the timing and the period in which we live make it very difficult. I think chapter 1 is one possibility; a stronger message to the advisory groups is a second possibility.

The very fact that you're promoting this, I think, speaks well and sends a lot of clear messages to States that you're committed to it. So that, I think, would be my response, sir.

Mr. GUNDERSON. Any comments?

Mr. ELLISON. Just in terms of the two parts of the bill being together. I'm not sure that there are strong reasons for that, but I'm not really—would not be in a position to say they ought to be decoupled or split apart. But, it seems to me that at this point, the tie-in there is the chapter 2 tie in terms of the funding flowing from there for both of these proposals. But, I'm not sure how much commonality there is beyond that.

Mr. GUNDERSON. I have an education advisory committee, and we just so happened to have a meeting in my district last weekend made up of teachers, principals, school administrators, et cetera. One of the suggestions they made to me was that we eliminate follow through and take the money for follow through and simply put into chapter 1.

I have to admit to you that part of that recommendation is probably based on the fact that none of them have a follow through program, so it's an easy recommendation for them to make. But, I get the sense from your comments that you wouldn't mind really doing the same thing with the even start that if we would simply increase the flexibility of chapter 1 to use it not only for students, but to use it for student/parent partnerships, that would be just as good. Is that correct?

Mr. TIROZZI. I would agree with that.

Mr. ELLISON. Yes. And, there are various places in the country where there are some good parent involvement and parent instructional kinds of things going on at this point with chapter 1. So, that's done to some degree, but certainly this kind of legislation would make more of that happen.

Mr. TIROZZI. I would agree with that.

Mr. GUNDERSON. All right. Thank you very much. Thank you, Mr. Chairman.

Chairman. HAWKINS. Mr. Fawell.

Mr. FAWELL. Actually, my questions were much along the lines of Mr. Gunderson's.

I want to say, Dr. Tirozzi, that your views in reference to comparing private education with public education I agree with 100 percent. It's a good apple and a good orange, but they aren't two oranges and they aren't two apples. It is frustrating for us to hear, quite often hear, that "well, if you compare, private schools will cost less to operate" and so forth and so on, all kinds of comparisons. It just isn't fair.

Are you saying that as a practical matter, as much as you think this concept is great, that you'd prefer not to have this particular legislation at this time because new funds aren't necessary? You don't like the idea of siphoning off chapter 2 funds because you think they're being utilized rather well right now.

All in all, with the exception of perhaps blending chapter 1 into the flexibility and discretionary area, perhaps right into chapter 2, there's not much that we can do at this point with Gramm-Rudman and all the monetary ramifications. Is that roughly what you're saying?

Mr. TIROZZI. I started off my testimony by saying that I speak with mixed reaction.

Mr. FAWELL. Great ambivalence, yes.

Mr. TIROZZI. I'm very frustrated in even giving this testimony because I think my own personal, professional, and national reputation is linked very strongly to instructionally effective schools. I believe in the concept. I believe all children can learn, and I understand your frustration and I know new funding probably is not a possibility. However, being from a State where I believe we have wisely used chapter 2 funds and we have made a major State commitment to promote instructionally effective schools, I do need some dollars to have flexibility to be innovative because while Ron Edmonds and Brookover have identified certain characteristics, I think there are other models and things we can look at.

I'm a great believer in early childhood education. I want to look at age 3 year old, 4 year old, and so we're trying to develop some models and we need some flexibility.

My comment on chapter 1, I want to make it—again, if I haven't made it clear, I apologize. I'm not looking for flexibility to the extent we might have it with chapter 2. I'm simply suggesting chapter 1 funds there should be more flexibility at the local district level and the local school level to address the very question that was raised earlier, allow parents to be more extensively involved, allow for school-based programs to take place, incorporate the concepts of Ron Edmonds and others rather than continue to perpetuate this pull-out mentality we have, which obviously in a variety of our school districts is simply not working.

So, I, too, have a level of frustration, but at the same time, I think you're sending a loud, clear message. I think there's hope that somehow over time we can move in the direction you'd like to go.

Mr. FAWELL. Aren't you saying, though, that you'd prefer to really see chapter 1 funds used with much more discretion. I agree with you. They're proscribed by so many rules and regulations that

there's a limited amount of good that can be achieved. You are saying that, are you not.

Mr. TIROZZI. Yes. Yes.

Mr. FAWELL [continuing]. You'd prefer that it be flexible enough that it can indeed be used to embrace this concept.

Mr. TIROZZI. Flexible enough, I agree. Yes, I said that with the appropriate safeguards to insure that it is used to implement the concepts of instructionally effective schools.

Mr. FAWELL. Just one last point. You have said that insofar as your State is concerned you are utilizing what we have right now in a very fine fashion. But does this categorical concept appeal to other States? It isn't best you believe for your State because you are doing the job. You're utilizing flexibility. You're utilizing the chapter 2 funds. What about the Nation as a whole? Do you have any idea there?

Mr. TIROZZI. What I do plan to submit for testimony later, information on nine different States in the country where they are making a significant effort using chapter 2 funds to promote the concepts of instructionally effective schools, and I think you will see some documentation herein.

I also said earlier, a concern I think the chief State school officers have, and coming from a small State I agree, the major impact would be on the smaller States where basically, if you want to look at any flexible funds or discretionary funds those States do have, it is chapter 2 because those general assemblies simply are not giving moneys for those particular areas.

So, I think the impact will be felt on the smaller school districts. I also would present to you there are a number of States who are already actively moving in this direction. At the same time, there are 50 States out there, and I'm certain some States are not moving as rapidly as you would like.

Mr. FAWELL. Thank you very much.

Mr. HAWKINS. Thank you. Again, the Chair would like to thank both witnesses. I see Dr. Seabrook has arrived, but I assume there are no further questions to either Dr. Ellison or Dr. Tirozzi. If not, then I can excuse the two of you. You do not need to depart, but you are free to do so.

Mr. HAWKINS. We will next call on Dr. Seabrook, but in order to present Dr. Seabrook, we have our distinguished colleague, Mr. Charles Rangel, with us. I, at this time, would like to yield to Mr. Rangel in order to make a proper introduction of Dr. Seabrook.

Mr. RANGEL. Mr. Chairman and members of the committee, I thank you very much for this courtesy.

Like most of you, we are inclined from time to time to run for reelection at the expense of the public school system, and they have been a very easy and, indeed, a vulnerable target. In my congressional district, I've always had a much wider target in what we have referred to as District School Board No. 5, and I suspect because I was in the State legislature when we created these boards that I've always had a lot of pain in my heart to see a community that had more than its share of drug and alcohol abuse, unemployment, teenage pregnancy, the poorest shelter that we have in the city of New York.

Each time the community reached out to elect a school board district, it would suffer in the strong light of integrity and honesty, and certainly, when we got school board superintendents, I think we had about a half dozen of them every year because they didn't survive very long.

Well, Dr. Luther Seabrook has taken away the opportunity for those of us in public life to run against the educational system, and certainly has reduced the target of District School Board No. 5 to be an example as to what hard work and proper use of resources can do and a constituency that has to have faced the most severe social and economic problems as any community that I know in the city of New York.

So, I thank you for giving me the opportunity to introduce him because he's not just representing a run-of-the-mill school district. If there's a problem we're having in the urban community, and more specifically in the poor inner cities, he's wrestling with it.

I know that the expertise of the Chair and this committee is willing to meet him halfway to show what he's been able to do so far with ever-limiting Federal funds and resources.

On behalf of the committee, I welcome you to Washington, the Nation's Capital, and to the Education and Labor Committee.

Mr. SEABROOK. Thank you, Congressman.

Chairman. HAWKINS. Dr. Seabrook, we join in that welcome to you, and you may proceed.

[Prepared statement of Luther W. Seabrook follows:]

PREPARED STATEMENT OF LUTHER W. SEABROOK, SUPERINTENDENT, NEW YORK CITY
COMMUNITY SCHOOL DISTRICT NO. 5—CENTRAL HARLEM

MR. CHAIRMAN, HONORABLE MEMBERS:

MY PURPOSE IN TESTIFYING TODAY IS TO ADDRESS THE CONCERNS WHICH SOME OF YOU MAY HAVE ABOUT THIS LEGISLATION. IF YOU CAN LOOK THROUGH MY EYES FOR A FEW BRIEF MINUTES, I BELIEVE YOUR CONCERNS MIGHT BE SET ASIDE.

TO VARYING DEGREES, YOUR CONCERNS PROBABLY SOUND SOMETHING LIKE THIS: AT A TIME OF FUNDING AUSTERITY AND REDUCED FEDERAL INVOLVEMENT, WHY SHOULD CONGRESS ENDORSE MORE EXPERIMENTAL TINKERING WITH THE CLASSROOM PROCESS? WHAT GOOD WOULD A COUPLE OF MODEST PROGRAMS DO? AND IF THEY WOULD HELP, WHY NOT LET STATES AND CITIES DO IT?

EFFECTIVE SCHOOL AND EFFECTIVE PARENT PROGRAMS ARE NO LONGER SLOGANS OR VAGUE GOALS. WE KNOW FROM EXPERIENCE HOW TO BRING THEM ABOUT. AND WE KNOW FROM RESEARCH THAT THE PARTNERSHIP OF EFFECTIVE SCHOOLS AND EFFECTIVE PARENTS IS THE ONE ESSENTIAL KEY WHICH CAN UNLOCK THE INCREDIBLE POTENTIAL POWER OF THE NEXT GENERATION.

THE EFFECTIVE SCHOOLS CONCEPT EMERGED OUT OF BRILLIANT RESEARCH BY THE LATE RON EDMONDS, WHO IDENTIFIED FIVE FACTORS WHICH INVARIABLY MAKE THE DIFFERENCE BETWEEN SCHOOLS WHICH WORKED AND THOSE WHICH DON'T. HIS RESULTS WERE SO COMPELLING THAT THE EFFECTIVE SCHOOLS MOVEMENT HAS SWEEPED THE COUNTRY. A REPORT LAST YEAR BY THE NATIONAL INSTITUTE OF EDUCATION, REACHING FOR EXCELLENCE, IDENTIFIED 7,500 SCHOOLS IN 1,750 DISTRICTS WITH EFFECTIVE SCHOOLS PROGRAMS. THE REAL TOTAL EVEN THEN WAS FAR HIGHER, BECAUSE MANY SCHOOLS AND DISTRICTS, INCLUDING MY OWN, INFORMALLY ADOPTED EFFECTIVE SCHOOLS TECHNIQUES WITHOUT FORMALLY LABELLING THEM. IN THE YEAR SINCE THAT REPORT, MANY MORE PROGRAMS HAVE BEEN STARTED. THAT BRUSHFIRE OF IMPLEMENTATION WAS SPARKED BECAUSE THESE PROGRAMS WORK.

THE EVEN START DEMONSTRATION IS ALSO ADAPTED FROM A SUCCESSFUL PROGRAM. IN ALL THE PUBLICITY ABOUT THE LONG-TERM DIFFERENCE HEAD START PROGRAMS MAKE, ANOTHER RESULT HAS BEEN OBSCURED -- PART OF THE REASON FOR THAT SUCCESS IS THAT HEAD START PROGRAMS TYPICALLY MOBILIZE PARENTS AS EDUCATOR/PARTNERS. OUR PARENTS, AFTER ALL, ARE OUR FIRST AND MOST ENDURING TEACHERS; IF WE EQUIP THEM TO BE EFFECTIVE AT THAT JOB, THE RETURN ON OUR INVESTMENT CONTINUES TO ACCRUE ACROSS GENERATIONS.

THE VERY SUCCESS OF THESE TECHNIQUES LEADS TO THE NEXT QUESTION -- WHY NOT LEAVE IT TO THE STATES? THE RESPONSE CAPTURES THE ESSENTIAL CHARACTERISTIC OF EFFECTIVE EDUCATION: CHILDREN LEARN WHEN ADULTS BELIEVE THEY CAN LEARN. SCHOOLS ARE EFFECTIVE

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WHEN TEACHERS BELIEVE THEIR STUDENTS CAN ACHIEVE, AND THEY FAIL WHEN TEACHERS BELIEVE THEIR STUDENTS ARE PROGRAMMED FOR FAILURE.

ADULTS ALSO RESPOND TO EXPECTATIONS, WHETHER THEY BE TEACHERS OR POLITICIANS OR PARENTS. THE MOST IMPORTANT THING ABOUT THIS BILL IS THAT IT SAYS TO THOSE ADULTS THAT THE CONGRESS OF THE UNITED STATES EXPECTS RESULTS, THAT THE FEDERAL GOVERNMENT EXPECTS ALL CHILDREN TO LEARN AND ALL PARENTS TO PARENT, AND THAT THIS CONVICTION IS NATIONAL POLICY.

YOUR EXPECTATION MEANS MORE, AS THE EXPRESSION OF NATIONAL WILL, THAN SIMILAR STATEMENTS BY ALL 50 STATE LEGISLATURES WOULD MEAN. IN FACT, STATEMENT OF EXPECTATION IS SO IMPORTANT THAT I WOULD URGE YOU TO MAKE IT EXPLICITLY IN THE LEGISLATION. IT IS NOT OVERLY SIMPLISTIC TO SAY THAT THE EXPRESSION OF YOUR WILL, AS NATIONAL LEADERS, CAN TRANSFORM THE NATIONAL DEBATE OVER EDUCATION.

THAT ONE ESSENTIAL COMPONENT -- AN EXPRESSION OF EXPECTATION-- IS THE ELEMENT WHICH DISTINGUISHES THESE PROGRAMS. THEY ARE NOT "CLASSROOM TINKERING", BUT A FRAMEWORK FOR EXCELLENCE. AND THESE ARE NOT LOCAL OR STATE ISSUES, BECAUSE THEY GO TO THE HEART OF OUR NATIONAL ECONOMY, AN ECONOMY WHICH DOES NOT RESPECT POLITICAL BOUNDARIES. IF THE EDUCATIONAL PROCESS, THE PARTNERSHIP BETWEEN PARENTS AND TEACHERS, WORKS, IT WILL PRODUCE THE SKILLS AND VISION WE NEED TO REESTABLISH AMERICAN ECONOMIC PREMINENCE IN THE TWENTY-FIRST CENTURY. AND THAT PARTNERSHIP

WILL WORK IF WE EXPECT AND DEMAND THAT IT WORKS. IF WE FAIL TO EXPRESS THAT WILL, WE ARE PROGRAMMING OUR ECONOMY, AS WELL AS OUR CHILDREN, FOR FAILURE.

I KNOW THAT YOU ARE ACCUSTOMED TO HEARING TESTIMONY ABOUT THE CRITICAL NECESSITY OF ONE PROGRAM AFTER ANOTHER, AND THAT YOU HAVE BECOME RECONCILED TO MAKING TOUGH CHOICES BECAUSE OF LIMITED RESOURCES. THE GENIUS OF THIS BILL IS THAT IT DOES NOT CONFRONT YOU WITH THOSE CHOICES. IT REQUIRES NO NEW MONEY. IT DEDICATES CHAPTER II ADMINISTRATIVE FUNDS TO A SPECIFIC PURPOSE, DEVELOPING EFFECTIVE SCHOOLS PROGRAMS, AND IT IDENTIFIES CHAPTER 2 AND ADULT EDUCATION FUNDS FOR A MODEST EVEN START DEMONSTRATION. RARELY IS THE PRICE TAG SO SMALL FOR AN OPPORTUNITY SO LARGE.

I WOULD LIKE TO TAKE YOU WITH ME FOR A FEW MINUTES TO MY DISTRICT IN HARLEM, TO TRY TO CONVEY WHAT THAT OPPORTUNITY REALLY MEANS. I WISH MY WORDS COULD MAKE VIVID FOR YOU A COMMUNITY WHERE EIGHT OUT OF TEN BABIES BORN LAST YEAR HAD SINGLE MOTHERS, AND TWO OUT OF TEN HAD TEENAGE MOTHERS; WHERE NINE OUT OF TEN KIDS IN OUR 16 SCHOOLS GET SUBSIDIZED LUNCHES, AND SIX OUT OF TEN SURVIVE ON WELFARE, AND 9.9 OUT OF TEN ARE BLACK OR HISPANIC.

THESE ARE THE KIDS SOCIETY HAS WRITTEN OFF, THE PARENTS WHO ARE PRESUMED TO BE HOPELESS. THAT EXPECTATION IS CONVEYED TO ME BY CITY AND STATE EDUCATIONAL BUREAUCRACIES WHO MANAGE EVERY TIME, I BELIEVE UNCONSCIOUSLY, TO STEER RESOURCES AWAY FROM MY DISTRICT AND TOWARD DISTRICTS "WHERE THE MONEY WON'T BE WASTED." THE ONLY

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HELP WE HAVE GOTTEN IN DEMANDING EXCELLENCE HAS BEEN FROM FEDERAL EDUCATION FUNDS AND FROM PRIVATE SOURCES. EVEN THE REAGAN ADMINISTRATION HAS TWICE GIVEN US DISCRETIONARY GRANTS TO EXPAND PARENTAL CHOICE, AND CHAPTER ONE FUNDS ARE OUR SURVIVAL.

NOW LET ME TELL YOU ABOUT ONE SMALL PROGRAM IN ONE SCHOOL, A PROGRAM WHICH IS FAR FROM OUR ONLY SUCCESS STORY. PUBLIC SCHOOL 36 RAN A MODEST AFTER SCHOOL PROGRAM LAST YEAR FOR 70 CHILDREN, THREE YEARS OLD TO SECOND-GRADERS. THESE KIDS WERE A TYPICAL GROUP -- FOUR WERE HANDICAPPED, TWO SPOKE SPANISH AT HOME, TWO WERE FOREIGN NATIONALS, ONE WAS LATER PLACED IN FOSTER CARE AFTER BEING ABUSED AT HOME. THAT IS OUR REALITY.

HERE ARE SOME OF THE RESULTS FROM THIS SUPPOSEDLY HOPELESS COMMUNITY: SIX OUT OF NINE THREE YEAR OLDS SCORED ABOUT THE NORM ON STANDARD TESTS. NINE OUT OF NINE FOUR YEAR OLDS QUALIFIED FOR GIFTED AND TALENTED CLASSES. FIVE OUT OF NINE KINDERGARTENERS QUALIFIED FOR GIFTED AND TALENTED. ELEVEN OUT OF 24 FIRST GRADERS QUALIFIED FOR GIFTED AND TALENTED CLASSES, AND THE ONLY SPECIAL EDUCATION CHILD WAS MAINSTREAMED. TEN OUT OF 19 SECOND GRADERS QUALIFIED FOR GIFTED AND TALENTED CLASSES, 16 SCORED ABOVE GRADE IN MATH -- THE COMPOSITE SCORE WAS A YEAR OVER THE NORM -- AND 15 WERE ABOVE GRADE IN READING -- MORE THAN A YEAR ABOVE THE NORM AS A GROUP. OF THREE SPECIAL EDUCATION SECOND GRADERS, ONE WAS MAINSTREAMED, ONE WAS DECERTIFIED, AND ONE SCORED ABOVE GRADE IN READING.

THAT IS WHAT HAPPENS IN AN EFFECTIVE SCHOOL. THOUSANDS OF NEW YORK CITY PARENTS PAYING UP TO \$10,000 A YEAR IN PRIVATE SCHOOL TUITION CAN'T CLAIM THE KIND OF RESULTS TEACHERS WHO BELIEVE, AND A PRINCIPAL WHO LEADS GOT OUT OF THESE HARLEM CHILDREN. AND OUR PARENTS, THOSE SUPPOSEDLY HOPELESS POOR SINGLE PARENTS, LEARNED TO BE EDUCATIONAL PARTNERS THROUGH OUR FEDERAL DEMONSTRATION GRANT AND OUR POLICY OF ENCOURAGING COMPETITION BY PERMITTING FREE ENROLLMENT CHOICE AMONG OUR SCHOOLS -- THEY CHOOSE SUCCESS -- THE PUBLIC SCHOOL 36 ENROLLMENT HAS INCREASED 25% EACH YEAR FOR THE PAST THREE YEARS, AND THE SCHOOL IS RUNNING OUT OF SPACE.

THE PROGRAMS AND THE RESOURCES YOU HAVE INITIATED, AS MEMBERS OF THIS COMMITTEE, MADE IT POSSIBLE FOR THOSE CHILDREN AND PARENTS TO GET COMFORTABLE WITH SUCCESS. THE EFFECTIVE SCHOOLS AND EVEN START ACT GIVES YOU A TRULY UNIQUE OPPORTUNITY TO TELL SCHOOLS AND PARENTS EVERYWHERE THAT THOSE KINDS OF RESULTS DON'T HAVE TO BE THE EXCEPTION. TAKE JUST A LITTLE BIT OF THE PASSIONATE CONVICTION THAT MADE THOSE RESULTS, AND OTHERS LIKE THEM, POSSIBLE, AND SPREAD IT ACROSS THE COUNTRY BY GETTING THIS BILL PASSED AND SIGNED. IT CAN REWRITE OUR FUTURE FOR GENERATIONS TO COME.

STATEMENT OF LUTHER W. SEABROOK, SUPERINTENDENT, NEW YORK CITY COMMUNITY SCHOOL DISTRICT NO. 5—CENTRAL HARLEM

Mr. SEABROOK. Mr. Chairman, honorable Members, first I would like to offer two apologies. One, the testimony sent to you did have two typos, and I did bring corrected copies for the committee if I may give them to you.

Second, it was very difficult getting out of New York today, and I allowed myself an extra 15 minutes. I missed the 8 o'clock shuttle by about 2 or 3 seconds.

My purpose in testifying today is to address the concerns which some of you may have about this legislation. If you can look through my eyes for a few brief minutes, I believe your concerns might be set aside.

To varying degrees, your concerns probably sound something like this: At a time of funding austerity and reduced Federal involvement, why should Congress endorse more experimental tinkering with the classroom process? What good would a couple of modes programs do? And if they would help, why not let States and cities do it?

Effective Schools and Effective Parent Programs are no longer slogans or vague goals. We know from experience how to bring them about. And we know from research that the partnership of Effective Schools and Effective Parents is the one essential key which can unlock the incredible potential power of the next generation.

The Effective Schools concept emerged out of brilliant research by the late Ron Edmonds, who identified five factors which invariably make the difference between schools which worked and those which didn't. His results were so compelling that the Effective Schools movement has swept the country. A report last year by the National Institute of Education, titled "Reaching for Excellence," identified 7,500 schools in 1,750 districts with Effective Schools programs. The real total even then was far higher because many schools and districts, including my own, informally adopted Effective Schools techniques without formally labeling them. In the year since that report, many more programs have been started. That brushfire of implementation was sparked because these programs work.

The Even Start demonstration is also adapted from a successful program. In all the publicity about the long-term difference Head Start Programs make, another result has been obscured—part of the reason for that success is that Head Start Programs typically mobilize parents as educations/partners. Our parents, after all, are our first and most enduring teachers; if we equip them to be effective at that job, the return on our investment continues to accrue across generations.

The very success of these techniques leads to the next question—why not leave it to the States? The response captures the essential characteristic of effective education: Children learn when adults believe they can learn. Schools are effective when teachers believe their students can achieve, and they fail when teachers believe their students are programmed for failure.

Adults also respond to expectations, whether they are teachers, politicians or parents. The most important thing about this bill is that it says to those adults that the Congress of the United States expects results, that the Federal Government expects all children to learn and all parents to parent, and that this conviction is national policy.

Your expectation means more, as the expression of national will, than similar statements by all 50 State legislatures would mean. In fact, statements of expectation is so important that I would urge you to make it explicitly in this legislation. It is not overly simplistic that the expression of your will, as national leaders, can transform the national debate over education.

That one essential component—an expression of expectation—is the element which distinguishes these programs. They are not classroom tinkering, but a framework for excellence. And these are not local or State issues because they go to the heart of our national economy, an economy which does not respect political boundaries. If the educational process, the partnership between parents and teachers, works, it will produce the skills and vision we need to reestablish American economic preeminence in the 21st century. And that partnership will work if we expect and demand that it works. If we fail to express that will, we are programming our economy, as well as our children, for failure.

I know that you are accustomed to hearing testimony about the critical necessity of one program after another, and that you have become reconciled to making tough choices because of limited resources. The genius of this bill is that it does not confront you with those choices. It requires no new money. It dedicates chapter 2 administrative funds to a specific purpose, developing Effective Schools Programs, and it identifies chapter 2 and adult education funds for a modest Even Start demonstration. Rarely is the price tag so small for an opportunity so large.

I would like to take you with me for a few minutes to my district in Harlem to try to convey what that opportunity really means. I wish my words could make vivid for you a community where 8 out of 10 babies born last year had single mothers, and 2 out of 10 had teenage mothers; where 9 out of 10 kids in our 16 schools get subsidized lunches, and 6 out of 10 survive, barely, on welfare; and 9.9 out of 10 are black or Hispanic.

Mr. HAWKINS. Dr. Seabrook, may I interrupt. I hate to do this, but there is a vote pending in the House, and I suspect some of the members of the committee may feel obligated to vote and return.

We'll take a very, very brief recess for that reason so as to allow you to proceed and complete your statement. The committee will recess for 5 minutes, and I ask the members to kindly return.

Thank you.

[Recess.]

Chairman HAWKINS. The committee will reassemble. We will expect other members to drift back in, but in order not to delay you, Dr. Seabrook, we apologize for such interruption, but they're very common in this place. We certainly appreciate your patience. You may proceed.

Mr. SEABROOK. Mr. Chairman, I would now like to take you with me for a few minutes to my district in Harlem, to try to convey

what that opportunity really means. I wish my words could make vivid for you a community where 8 out of 10 babies born last year had single mothers, and 2 out of 10 had teenage mothers; where 9 out of 10 kids in our 16 schools get subsidized lunches, and 6 out of 10 barely survive on welfare, and 9.9 out of 10 are black or Hispanic.

These are the kids society has generally written off, the parents who are presumed to be hopeless. That expectation is conveyed to me by city and State educational bureaucracies who manage every time, and I believe unconsciously, to steer resources away from my district and toward districts where the money would not be wasted. The only help we have gotten in demanding excellence has been from Federal education funds and private sources. Even the Reagan administration has twice given us discretionary grants to expand parental choice, and chapter 1 funds are our very survival.

Let me tell you about one small program in one school, a program which is far from our only success story. Public School 36 ran a modest after-school program last year for 70 children, 3-year-olds to second graders. These kids were a typical group—four were handicapped, two spoke Spanish at home, two were foreign nationals, one was later placed in foster care after being abused at home. That, unfortunately, is our reality.

Here are some of the results from this supposedly hopeless community: 6 out of 9 three-year olds scored above the normal standardized test; 9 out of 9 4-year-olds qualified for the gifted and talented classes; 11 of the 24 first grade's qualified for the gifted and talented classes, and the only special education child was mainstreamed. Ten out of 19 second graders qualified for gifted and talented classes; 16 scored above grade level in math—the composite score was a year over the norm—and 15 were above grade in reading—more than a year above the norm as a group. Of the three special education second graders, one was mainstreamed, one was decertified, and one scored above grade level in reading.

That is what happens in an effective school. Thousands of New York City parents paying up to \$10,000 a year in private school tuition can't claim the kind of results teachers who believe, and a principal who leads, got out of these Harlem children.

And our parents, those supposedly hopeless, poor, single parents, learned to be educational partners through our Federal demonstration grant and our policy of encouraging competition by permitting free enrollment choice among our schools—they choose success. The Public School 36 enrollment has increased 25 percent a year for the past 3 years, and the school is running out of space.

The programs and the resources you have initiated, as members of this committee, made it possible for those children and parents to get comfortable with success. The Effective Schools and Even Start Act gives you a truly unique opportunity to tell schools and parents everywhere that those kinds of results don't have to be the exception. Take just a little bit of the passionate conviction that made those results, and others like them, possible, and spread it across the country by getting this bill passed and signed. It can rewrite our future for generations to come.

Thank you very much, Mr. Chairman.

Chairman HAWKINS. Thank you, Dr. Seabrook.

Earlier, Dr. Seabrook, some suggestion was made that by simply expanding chapter 1, giving it more flexibility, that the proposal before us today would not be needed. Would you care to comment on that particular approach?

Mr. SEABROOK. Well, sir, first, I don't believe chapter 1's funds will be expanded, and certainly the issue of flexibility is not the answer. I think there are two pieces here that we need to pay some attention to. One will let me talk from personal experience.

The New York State Education Department has little or no involvement with my district. It does not transmit to me any kind of expectation at all in terms of what they believe the children and the parents in my community can, in fact, achieve.

I would suggest to you that the passage of this bill would be more than a national statement that this Congress expects no less than that all schools be effective and all children can learn. And, I think there's got to be—pardon the expression—a kind of some control over that as it goes down to the States, and I particularly like the usage of the 20 percent of the chapter 2 moneys because, in fact, it targets that money, it seems to me, to a particular program that can in fact have a tremendous impact on the educational achievement for the kids who are presently not expected to learn.

I hesitate to be extremely critical of the State Department's behavior generally in terms of how the moneys are presently used, except to say, sir, that my district gets a little or no attention from the State Department except when it's usual—the usual monitoring behavior. Beyond that, I think it's time to do something else; and that is, it seems to me, that the States' departments of education, generally, have been operating on the 20-percent set-aside of the chapter 2 funds. It seems to me that it is now time for the States to begin to fund their own departments of education and let the moneys that come from the Federal Government have as great an impact as possible on the schools themselves.

Chairman HAWKINS. Well, in your view, has the effective school concept as proposed by Ron Edmonds and others in his school of thinking been successful to the point that they can be identified as being the type of a program that can be effective at the local level to the extent that defining them as we do in this particular proposal would have some justification; that is, if a State such as Connecticut—let's be practical—cares to continue what it is presumably already doing that it would not then be greatly disturbed if that discretionary money were to be mandated rather than made purely discretionary with them so that the only States that might be affected would be those that are not now using their discretionary money in the manner in which this bill would mandate that they use it?

Mr. SEABROOK. Sir, let me state that most of us operate on a set of beliefs, and there are those of us who believe that all children have about the same potential. It's incumbent upon us, those of us who are educators, to help youngsters realize that potential.

Unfortunately, there are also some of us who have the belief that some kids have limited potential, and that it is almost—it makes no sense to attempt to move those youngsters beyond their perceived limitations. I'm not too sure that a lot of us don't acquiesce to that social order.

I would suggest that, and I do not know enough about Connecticut to comment on Connecticut directly, but let me suggest to you, I think you're on target. Those States and those State departments of education that, indeed, believe that all youngsters can have a rather humanistic approach to education generally, and if they are behaving presently in that way, it seems to me they would welcome this bill as a statement of national policy; that they then can use the statement made by Congress to indeed begin to enhance what they are doing presently, and to—I've got to say it—put pressure on their State legislators to fund them at a level that, indeed, will allow them to make this a possibility.

I cannot overly stress my deep feeling, and I suspect, and I've got to say, commitment to attempting to influence this Congress to pass this bill and to make it a statement of national policy. I think it's absolutely critical—critical to the very survival of this country. It does hurt a little that it seems that that's not a general consensus, but then one seldom gets—one is seldom able to fashion that kind of consensus around bills such as this.

Chairman HAWKINS. This bill attempts to identify concepts that have been generally, as far as I know, acceptable, or let us say against which there has been little or no criticism. No one criticized the components in this bill today. Everyone so far has seemed to agree that the Head Start or the Even Start concept is good; that the parental involvement to the extent that adult literacy in the parent would be helpful to the child as well. No one yet has openly attacked the concept of the effective school approach based on the body of research done by Edmonds and others.

All of these components seem to be acceptable, and yet, some of the same individuals say "give us flexibility," but flexibility to do what? Do you know of any alternative that has as much support as these components that might be considered rather than the approach in this particular proposal?

Mr. SEABROOK. None whatsoever, sir. Let me suggest to you that the correlates that did come out of Ron Edmonds' research, coupled with parental involvement, it seems to me, is indeed an ideal marriage to bring about the kind of results most of us would like to see come out of the public schools in this country.

Chairman HAWKINS. Well, certainly the Chair would like to thank you, Dr. Seabrook. I realize it was difficult for you to get here this morning. Sometimes it's difficult for me to get into New York. You seemed to have had trouble getting out of New York, but your views are certainly appreciated.

On the way back to voting in the House, Mr. Rangle had high praise for what you are doing, and I certainly want to join in that praise and look forward to you cooperating further with the committee as this legislative proposal advances. We are deeply indebted to you for taking the time out of your schedule to come down here to testify.

Mr. SEABROOK. Sir, I am grateful to you for trying to put forth this initiative. It seems to me it's needed, and I thank you for the opportunity to be here.

Chairman HAWKINS. Thank you. That concludes the hearing.
[Whereupon, at 11:41 a.m., the subcommittee was adjourned.]
[Additional material submitted for inclusion in the record.]



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Statement of

The National PTA

on the Effective Schools and Even Start Bill

before

the House Elementary, Secondary, and Vocational Education
Subcommittee

April 28, 1995

Mr. Chairman and members of the House Education and Labor Subcommittee on Elementary, Secondary and Vocational Education. The National PTA commends you in your important efforts to assist and encourage school improvement as outlined in H.R. 4463. It is indeed appropriate that the concepts of Effective Schools and Even Start be combined in a single measure. Coordination between the inter-related purposes of attempting to reduce adult literacy through a home/school partnership, and that of improving educational quality by making the schools more effective makes sense. There is certainly a national interest in addressing these two goals, in conjunction with state and local educational agencies. Although it was not possible for us to testify at your recent April 17, 1986 hearing, we appreciate this opportunity to submit our views in writing.

The National PTA's primary focus is the education of our children and the involvement of parents in the educational decision-making process. To this end, the National PTA supports initiatives that would improve public education, provide adequate funding and resources to support such efforts, assure an equal educational opportunity for all children, and allow for parental and

community involvement. Our comments are intended to reflect the viewpoints of our membership related to H.R. 4463 and to assist the Subcommittee in developing the best legislation possible.

EFFECTIVE SCHOOLS

The National PTA supports the concept of defining educational excellence in terms of the effective schools research, which recommends an approach that is applicable across all subject matter areas of the curriculum. The elements of an effective school are ones that parents can support. These elements include:

1. strong instructional leadership at the district and school levels;
2. a school climate conducive to learning;
3. high teacher expectations of pupils;
4. a clear and focused mission of basic mastery skills for all pupils; and
5. a strong home/school partnership and parental/community involvement.

Effective schools does not mean tinkering around at the edges, but requires a commitment from the federal, state and local levels to a model that has improved and can continue to improve our schools. The effective schools research is already having a strong influence on school reform in many states. There are

many things that states have done and can do to provide the leadership, technical assistance, encouragement, and funding which promotes improved education through the effective schools model. The key, however, is successful implementation at the school level.

The effective schools model has provided a useful service by defining various characteristics and qualities that contribute to excellence. But knowing what these characteristics are and actually developing an organizational setting in which they can be effectively recreated are entirely different matters. A teacher with magnificent skills and a principal with a sense of leadership are both limited if they are part of an organization that is shortsighted, overly bureaucratic, dogmatic, controlling and committed to doing what it has already done. One of the keys to the development of this organizational setting is the involvement of parents and community in the goal setting, design, implementation and evaluation of any effective schools program at the local district and school levels. Indeed, one of the primary characteristics of effective schools has been parental and community involvement. Implementation at the school level is based upon collaborative planning and collegial efforts to affect the quality and quantity of academic work expectations and standards established for students; the monitoring of academic progress; and the recognition of improved performance by students and staff. Such efforts must have the agreement of parents and the community in order to be effective.

Study after study has shown that meaningful parental involvement in design and implementation of federal education programs at the local level is directly related to the presence of clear, specific requirements for such involvement. In the absence of such provisions, many districts prefer to relegate parents to the role of chaperones and contributors to money-making projects. Where parental involvement has been expressly mandated as in the Education for All Handicapped Act and Headstart, there has been a direct link between involvement and higher achievement levels--and, I might add, a link between involvement and political and financial support of the program as well. Where these more specific provisions have been weakened through a statutory change, such as in Chapter 1 and Chapter 2 where parental involvement has been reduced to mere "consultation", recent studies have indicated a decline in the level of parent involvement in those programs (See "Report on Changes under Chapter 1 of the Education Consolidation and Improvement Act of 1981", GPO; and "A National Study of Local Operations under Chapter 2," results collected from a mail survey conducted by SRI International with funding by the U.S. Department of Education.) The National PTA believes that H.R. 4463 needs to place greater emphasis upon the parent's role in making the Effective Schools plan work. While Congress should permit flexibility regarding the specific methods used by school districts to involve parents in recognition of the varying local board of education policies related to parental involvement, the law should set forth minimum

objectives that each district's parental involvement program should be designed to achieve.

As you know, Section 427 of GEPA provides:

"In the case of any applicable program in which the Secretary determines that parental participation at the state or local level would increase the effectiveness of the program in achieving its purposes, he shall promulgate regulations with respect to such program setting forth criteria designed to encourage such participation. If the program for which such determination provides for payments to local education agencies, applications for such payments shall:

- 1) set forth such policies and procedures as will ensure that programs and projects assisted under the application have been planned and developed, and will be operated, in consultation with, and with the involvement of parents of, the children to be served by such programs and projects;
- 2) be submitted with assurance that such parents have had an opportunity to present their views with respect to the application; and
- 3) set forth policies and procedures for adequate dissemination of program plans and evaluations to such parents and the public."

The Administration claims that increased parent involvement is at the top of its education agenda, but nevertheless refuses to take even the smallest steps to bring about that involvement, even when there are clear Congressional directives to do so. For example, the final regulations for the Carl D. Perkins Vocational Education Act (50 Federal Register 33226, 8/16/86) ignores the GEPA provision. In issuing its final regulation for implementing Congress' 1983 technical amendments to Chapter 2 of the Education Consolidation and Improvement Act (50 Federal Register 37974, 9/18/85), the Department again chose not to incorporate requirements Congress set out for local education agencies to assure adequate parent involvement in program planning, development, and operation as set forth in House Conference Report No. 98-574, pg. 13; U.S. Code Congressional and Administrative News 2207. (This directive by the ECIA Technical Amendment conferees concerning Chapter 2 also applies to Chapter 1.) We can therefore expect that, unless the Department modifies its approach, it may disregard broad mandates in any other legislation, leaving parents, once again, uninvolved in their children's education.

The dilemma for us is obvious. To the extent that legislation is intended to enhance local decision making, what should it contain to assure that the decision-making is broadbased and participatory--particular in terms of parental involvement?

If this committee wants to take meaningful action on parent involvement in effective schools programs, it will have to address the barriers to involvement which parents have typically faced. A general statutory requirement to "consult" with parents without more specific requirements will be inadequate, as will committee report language, or mere hopes that the Department of Education will promulgate specific rules and regulations.

The National PTA believes there are two alternatives which this Committee should consider: the first is to amend the bill's definition of Effective Schools programs" to include involvement of parents in the goal setting, planning, implementation, and evaluation of the Effective Schools programs at both the state and local levels." The other alternative to ensure parental involvement could be through the application process, so that an eligible applicant, to be selected as a grant recipient, must include, as part of the effective schools plan, descriptions of:

1. the roles, rights and responsibilities of parents pertaining to the effective schools programs;
2. procedures for conducting schoolwide meetings to explain the effective school development process to parents;

3. methods for involving parents in all phases of the development process of the effective schools program, including determination of goals and objectives, determination of educational strategies, implementation of the effective schools programs and evaluation;
4. procedures for broad-based recruitment and/or selection of parents, which ensure that parental input is representative of the school community;
5. provisions for timely responses to parent questions, recommendations, and grievances;
6. provisions concerning opportunities for parents to view program operations;
7. provisions for parent training programs needed for effective parent involvement.

EVEN START

The statistics related to adult functional illiteracy need not be repeated. Adult illiteracy is a critical national concern reaching into every state and locality, but also having an impact on many families. The Even Start proposal as does the Effective Schools model goes far in working through solutions via school improvement. Even Start recognizes that the

problems facing American education are not problems of the school alone. To be resolved successfully, they must address the relationship of the home and the school.

The National PTA supports the concept of Even Start as it attempts to build on the significant research supporting the role of family members as educators in partnership with the public schools. In addition, the National PTA supports: targetting the Even Start program to Chapter 1 children; in-service programs to provide training for teachers on how to involve parents and children in the same educational process; coordination between Adult Education, Chapter 1, and Headstart; the carefully delineated application process which provides assurances that the family and the home can work together; the involvement of a parent from a local Parent-Teacher Association on the final review committee; and the involvement of volunteer organizations in the community.

The National PTA thanks the Subcommittee for this opportunity to comment on H.R. 4463.

Children's Defense Fund

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May 13, 1986

The Honorable Augustine F. Hawkins
Chairman
House Committee on Education
and Labor
2191 Rayburn House Office Building
Washington, DC 20515

Dear Chairman Hawkins:

On behalf of the Children's Defense Fund, I am writing to commend you and Representative Goodling for your efforts in sponsoring the Effective Schools and Even Start Act (H.R. 4461), and to reiterate CDF's support for this important legislative initiative.

As you know, the Children's Defense Fund shares your deep concern that education reform efforts in recent years have focused exclusively on more rigorous standards for students and teachers, while largely ignoring the needs of students who are at risk of falling behind or dropping out of school. Recognizing the magnitude of the problems facing poor and minority children, we welcome your efforts in H.R. 4461 to improve school effectiveness and enhance the early preschool education of children from disadvantaged backgrounds as a first step toward meaningful new federal initiatives in these important areas.

Given current budgetary constraints, the Children's Defense Fund views the targeting of a portion of federal funds available under Chapter 2 for these purposes as appropriate. However, we do share your longer-term commitment to increased federal investments in the educational needs of poor and minority children, and look forward to working with you further toward that essential goal.

Sincerely,

Mary Bourdette

Mary Bourdette
Director, Government Affairs

MB/cmj

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**NATIONAL
BLACK
CHILD
DEVELOPMENT
INSTITUTE, INC.**

May 7, 1986

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Congressman Augustus Hawkins
Chairman of the House Committee
on Education and Labor
2371 Rayburn House Office Building
Washington, D.C. 20515

Dear Chairman Augustus Hawkins:

This is to register the National Black Child Development Institute's support for the bill entitled, "Effective Schools and Even Start Act." Over the years, the National Black Child Development Institute and its network of affiliates in thirty-three cities have sought to make equal educational opportunities for minority disadvantaged children and youth a reality by supporting effective programs in the public schools. One of the programs that have demonstrated positive effects on these children is the Effective School Model, developed some years ago by Ronald Edmonds. Under the Effective Schools Program in this bill, funds would be allocated to local education agencies for such important activities as holding forums to promote parental and community involvement in school activities, obtaining technical assistance in improving school programs, and implementing systems to gather and disseminate information about the results of effective school programs. These efforts would serve to greatly improve the quality of education available in our public schools.

The Institute also supports the Even Start Program, with its emphasis on parental education as key to the involvement of parents in their children's education. Parental education and involvement has been demonstrated to be effective over the years by the Headstart Program and the Chapter 1 Program. The Even Start Program's parent education component would make such involvement

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possible for many parents whose own education may have been abbreviated. In addition, provisions for referral to counseling and related services, support service components such as child care and transportation, and coordination of the Even Start Program with other federal education programs strengthen the potential effectiveness of the Even Start Program.

It is on the basis of a proven track record demonstrated by effective school and parental education models that we are eager to support this new initiative which embraces both of these concepts. Recent research tells us that early intervention, parental involvement and education, and implementation of effective school practices can, in many cases, provide an "even opportunity" to thousands of disadvantaged children and their parents. The effort of this bill to assist State and local educational agencies to achieve this goal has the wholehearted support of the National Black Child Development Institute and its thirty-three affiliates.

Sincerely yours,



Evelyn E. Moore
Executive Director



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May 12, 1986

The Honorable Augustus F. Hawkins
Chairman
House Subcommittee on Elementary,
Secondary and Vocational Education
8-346 Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Hawkins:

The National School Boards Association (NSBA), on behalf of 93,000 local school board members nationwide, is pleased to submit these comments for the record on H.R. 4463, the Effective Schools and Even Start Act.

NSBA congratulates you and your cosponsor, Representative William F. Goodling, for introducing a bill which combines two excellent initiatives to improve educational achievement. NSBA finds particularly noteworthy the provisions of the Effective Schools Program which require states to spend at least 50% of their Chapter 2 state set-asides for projects to improve school effectiveness. By earmarking approximately \$50 million of Chapter 2 state funds to support the demonstration, implementation, and dissemination of effective schools techniques in local schools H.R. 4463 will significantly strengthen both the effectiveness and the credibility of the Chapter 2 program itself.

To insure the accountability and success of the Effective Schools Program, NSBA recommends strengthening and specifying more precisely the evaluation design, criteria, and process required by the bill in Section 5(a)(2)(B) so that it is more like the strong provisions for evaluation in Section 6(b) of the Even Start Program.

NATIONAL SCHOOL BOARDS ASSOCIATION

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In particular, the program evaluators should be unconnected with the State Agency and the evaluation objectives should be specifically related to effective schools techniques and outcomes.

In addition, NSBA recommends changing the language of paragraph (a) in Section 3(a)(2) from "demonstrate" to "describe" in order to remove the bill's clear implication that the Secretary may effectively use the agreement clause to regulate state agency programs for serving educationally deprived children.

NSBA also supports the concept of the Head Start Program: increased parental involvement in the child's education, particularly the disadvantaged child is certainly critical to improving achievement in school. NSBA looks forward to the speedy passage and implementation of H.R. 4461 so that local schools can benefit even from both of these exemplary programs.

Thank you again for your continued leadership on behalf of public education.

Very truly yours,

Willie C. Wall

Willie C. Wall
President

Thomas N. Shannon

Thomas N. Shannon
Executive Director

NCW/TAG/dkt



American Association for Counseling and Development

5999 Stevenson Avenue, Alexandria, Virginia 22304 703/823-9800

May 8, 1986

The Honorable Augustus Hawkins
United States House of Representatives
2181 Rayburn House Office Building
Washington, D.C. 20515

Dear Chairman Hawkins:

On behalf of the more than 49,000 members of the American Association for Counseling and Development, I would like to convey our thanks, and our support for your introduction of H.R. 4463, the Effective Schools and Even Start Act.

Our members are those professional counselors found in the nation's public and private schools, as well as in mental health, rehabilitation, career development, human services and private practice settings.

In addition, four of our divisions, the American School Counselor Association, the National Career Development Association, the Association for Counselor Education and Supervision, and the Association for Multicultural Counseling and Development have a specific expertise and commitment to the goals of H.R. 4463.

Effective schools consist of competent and dedicated professionals including counselors, teachers and administrators. If students are to reach their full human potential, it is critical to have personnel that can encourage and motivate our nation's youth towards that goal.

The cost benefit of an effective schools program are longitudinally quantifiable through economic, demographic and productivity measures. An effective schools program has the potential of also helping a student define his/her career aspirations, and to more effectively develop their intellectual skills.

Furthermore, from a training perspective, an effective schools program can act as a catalyst in the improvement of our nation's programs of counselor education and teacher preparation.

American Association for Counseling and Development is Committed to Equal Opportunity

page two

In regard to the "even start" component of the bill, it is our belief that overcoming the obstacle of adult illiteracy can greatly assist our nation's families both educationally and in communication activities.

Increasing adult literacy skills is of paramount importance to the functioning of society. The impact of strong basic literacy skills by the citizenry is felt by all. In addition, developing the learning skills of children in order to provide them with an "even start" is both a timely and a proactive activity which our association heartily supports.

Improvement of learning skills at an early age can greatly help in a child's development. Knowing how to learn is a keystone to the foundation of life long education.

Also of importance in the even start component of H.R. 4463 is its impact on the rapidly changing family structure in America. Working together and learning together can enhance the bonds between parent and child. AACD members work in various family relationship settings. We believe that the goals of the even start component could help to build those communication networks which are often missing in families whom we counsel.

Mr. Chairman, we applaud the introduction of H.R. 4463, and want you and your colleagues to know that we stand ready to assist in whatever way possible.

Should you or your staff have any questions or requests of our association, please contact Mr. Richard Yep, AACD Director of Government Relations at 901 East Capitol Street, S.E., Second Floor, Washington, D.C. 20003, telephone number (202) 543-0030.

Sincerely,



Patrick J. McDonough, Ed.D
Executive Director

RV/dj

MAY 19 1986



National Committee for Citizens in Education

Suite 410, White Lake Village Green • Columbia, Maryland 21044-2366 • (301) 967-9300

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May 9, 1986

Hon. Augustus Hawkins
Chairman
Committee on Education and Labor
U.S. House of Representatives
Washington, D.C. 20015

Dear Mr. Chairman:

The National Committee for Citizens in Education, a private, non-profit organization devoted exclusively to helping parents become more involved in public education, would like to endorse the Effective Schools and Even Start Act introduced by you and Mr. Goodling.

We share deeply your concern that the nation's educational enterprise needs to devote far more of its attention and resources to developing schools that serve all children effectively. There is, we are convinced, no more promising way to do that than to involve parents and local communities in improving local schools, one school at a time, using the research that has identified the characteristics of effective schools, and enlisting parents to help their children develop educational skills at home.

Also, we applaud your strategy of redirecting an existing program, Chapter 2 of the Education Consolidation and Improvement Act, the education block grant, which has so far not addressed state and local need in a strong or convincing manner. While we would like to see an additional provision allowing states to reserve up to 20 percent of the 80 percent of the funds that now must go to local school districts without qualification, for a competitive grant program to encourage local effective schools projects, we feel your bill is a giant step in the right direction.

Please let me know if we can be of further assistance.

Cordially,

Anne T. Henderson
Anne T. Henderson
Associate

FILED 2-1-1969
 FILED 2-1-1969

TESTIMONY ON HOUSE BILL 3263

I am Gigi Brandt of Salt Lake City, Utah and I urge support of House Bill 3262 to provide funding for gifted and talented education. My comments come from a parent's perspective. I served as president of the Utah Association for the Gifted and Talented and as president functioned as a social worker as parents would call me to relate their frustrations resulting from their attempts to deal with the education system.

When my son's fourth grade teacher showed us our son's scores and recommended skipping a grade and called him "gifted" I went home to cry. The League of Women Voters of Salt Lake had finished a study of gifted education and I knew the challenges and frustrations that faced us. Fortunately, of all the places in Utah in which to live, we had chosen the one which offered the most opportunities for these youngsters, the Salt Lake School District. He had a pullout gifted program for two one hour sessions weekly and that short time probably made the difference between his tolerating school and being a drop out. After being in a gifted program in grades 4-6, he entered junior high where there was nothing for him and the other youngsters who had had the advantages of a gifted program. Junior High was an absolute disaster— he was bored, and had I not stepped in to arrange for him to be a concurrent student at high school for two classes in the eighth grade, he might well have been a drop out and/or a discipline problem as well as becoming an underachiever. The tragedy was that there were at least 30 other children who should have been challenged at the junior high school level who remained at the junior high bored. The loss is the country's as well as the personal loss of those youngsters.

A gifted child growing up in Utah has some very unique problems. The popular notion about gifted education is the familiar "Gifted children can make it on their own." In addition, the dominant culture here tends to believe that every child is gifted; therefore the public schools are doing an adequate job teaching to the mean. Utah students have the largest class sizes, the highest pupil-staff ratio and have the least amount of money spent per pupil on them of any state in the nation. Those statistics have a larger impact on the gifted student. When class sizes are high, students at either end of the scale suffer. A teacher with 35 students in her class can not be faulted when she can not spend extra time on projects for the gifted students. The mentally retarded and handicapped students have federal programs to help out—there are few if any, federally funded programs, to help academically gifted youngsters. The state Legislature appropriates some \$1 million to help gifted programs but they are in optional program and school districts may or may not spend money in this area. Smaller districts, in particular, often opt not to spend their small amount of money in gifted programs. The rising school population with budget constraints have lead some legislators and the Utah Education Association to speculate about cutting out the 12th grade of the public school system? This might have disastrous effects on some gifted youngsters.

Our relatively homogeneous population in Utah distorts the seemingly favorable educational statistics. We have no central city ghettos with poor academic performances and severe social problems nor are there private public schools taking the academically talented students away from the public schools. Our ACT scores are a little above average—just as we do not have pockets of low scoring students, we do not seemingly have large numbers of superior students who are capable to performing at the top end of the scale to raise those average scores. I feel that it may well represent the lack of challenging, rigorous classes for students rather than a lack of students with ability. An academically talented student lacks options in Utah to select the education which might appropriately challenge him. Thus, federal funds for gifted and talented education should offer hope for these students.

Just as the large class size hinders students, the high pupil staff ratio has deleterious effects on gifted students. With client loads of 300-500 students in Utah's urban high schools, counselors do not have the resources to inform gifted students about courses to take, outside opportunities and career options. As an example, a female computer science major at the University of Utah was not counseled to go to college despite a math score of 36 (the highest possible) on her ACT tests. She bitterly regrets not being advised to take calculus or physics in high school. She went to a data processing course in a technical college and after working several years has returned as a scholarship student to the computer science department for a degree. If one's parents are knowledgeable and aggressive, gifted students are apprised of opportunities—those who don't have that advantage suffer. Of particular concern are those students whose performance does not equal their abilities. High School faculties and counselors need more understanding and programs to deal with these gifted underachievers.

A third great need for all gifted students is teacher training. As an education student at the University of Illinois twenty years ago, I never received even a lecture about this particular population. Most of my children's responses have been—more of the same work if you are capable—not differentiated curriculum. Many of my son's teachers responses, particularly at the junior high level, have been to stifle his creativity and ability, not to encourage it. Certainly federal funding can help in that area.

This country faces world competition—we need our best minds well trained in order to compete in the world market. Bright students need to be challenged at their level from an early age and stimulated to love learning and hard work to help this country meet world competition. I urge support of HQ3263 to help our most neglected resource, the gifted student. Thank you.

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